

SOLANO COUNTY LAND USE AND CIRCULATION ELEMENT

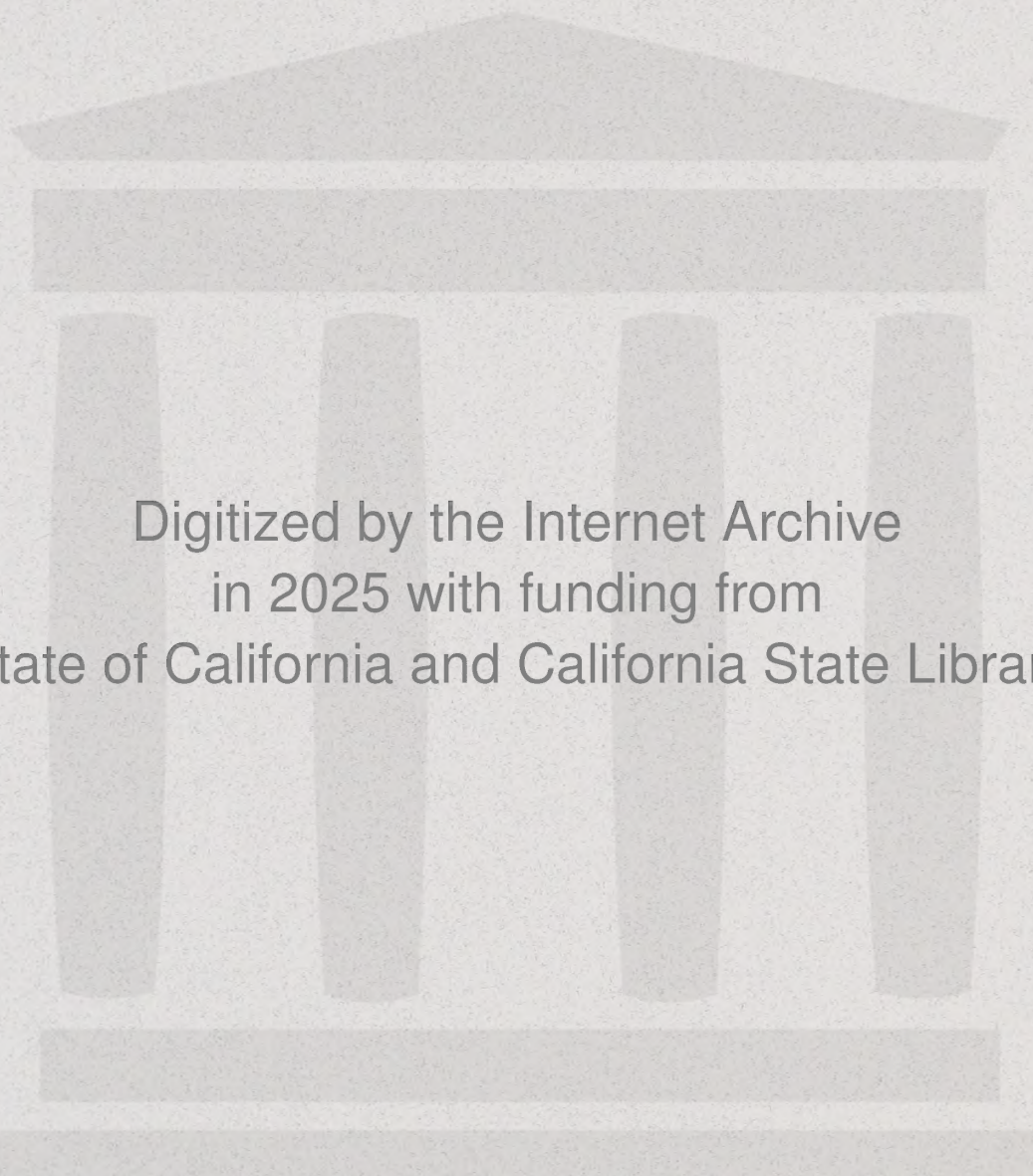
A PART OF THE SOLANO COUNTY GENERAL PLAN

**Prepared by the Solano County
Planning Department**

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This publication reflects the Land Use and Circulation Element as adopted on December 19, 1980 and subsequent amendments enacted through July 27, 1999 (G-99-02).

Contact the Department of Environmental Management, Planning Services Division, to determine if other amendments have been enacted since the publication of this document.

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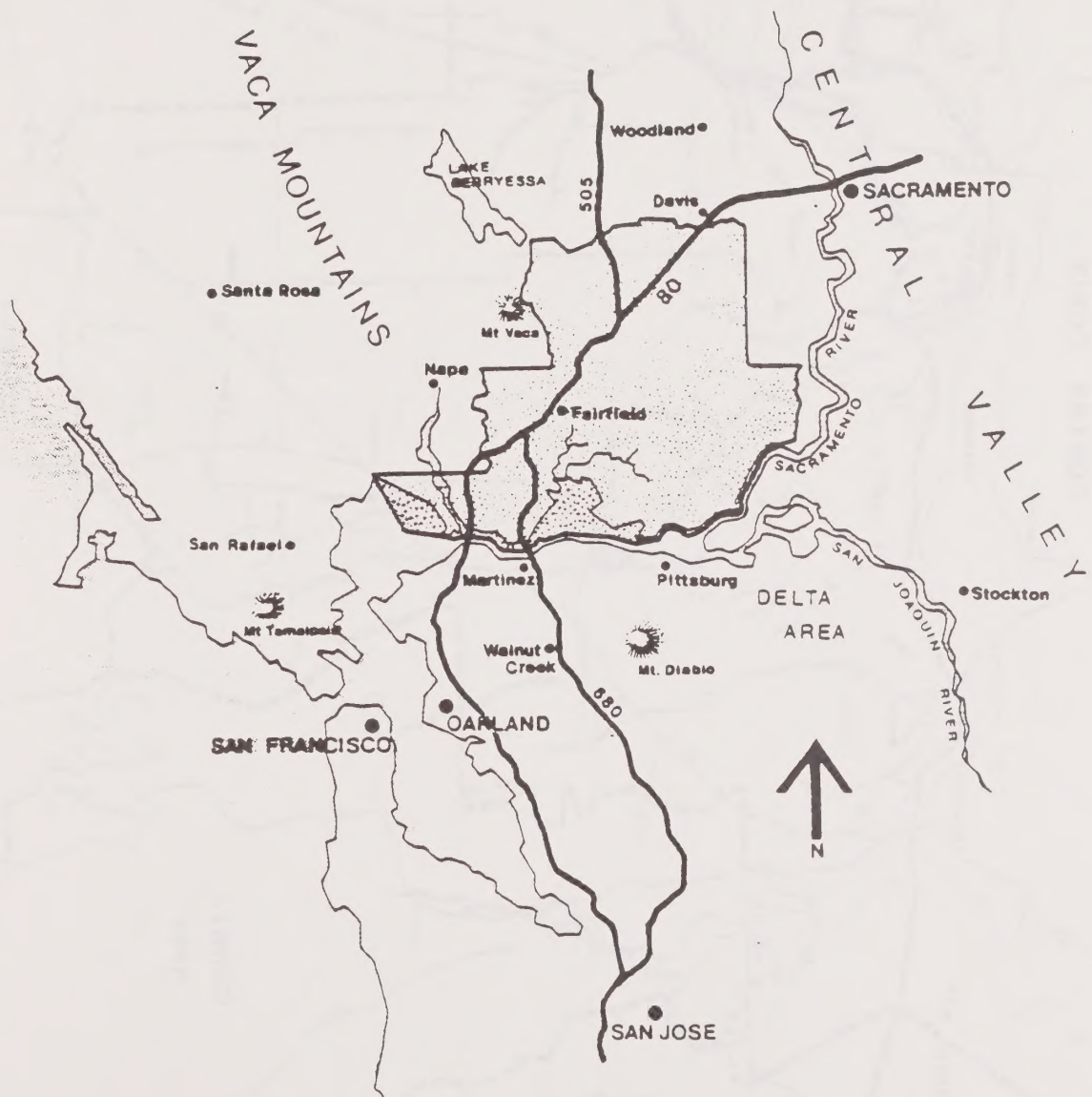
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Figure 1 - Location Map



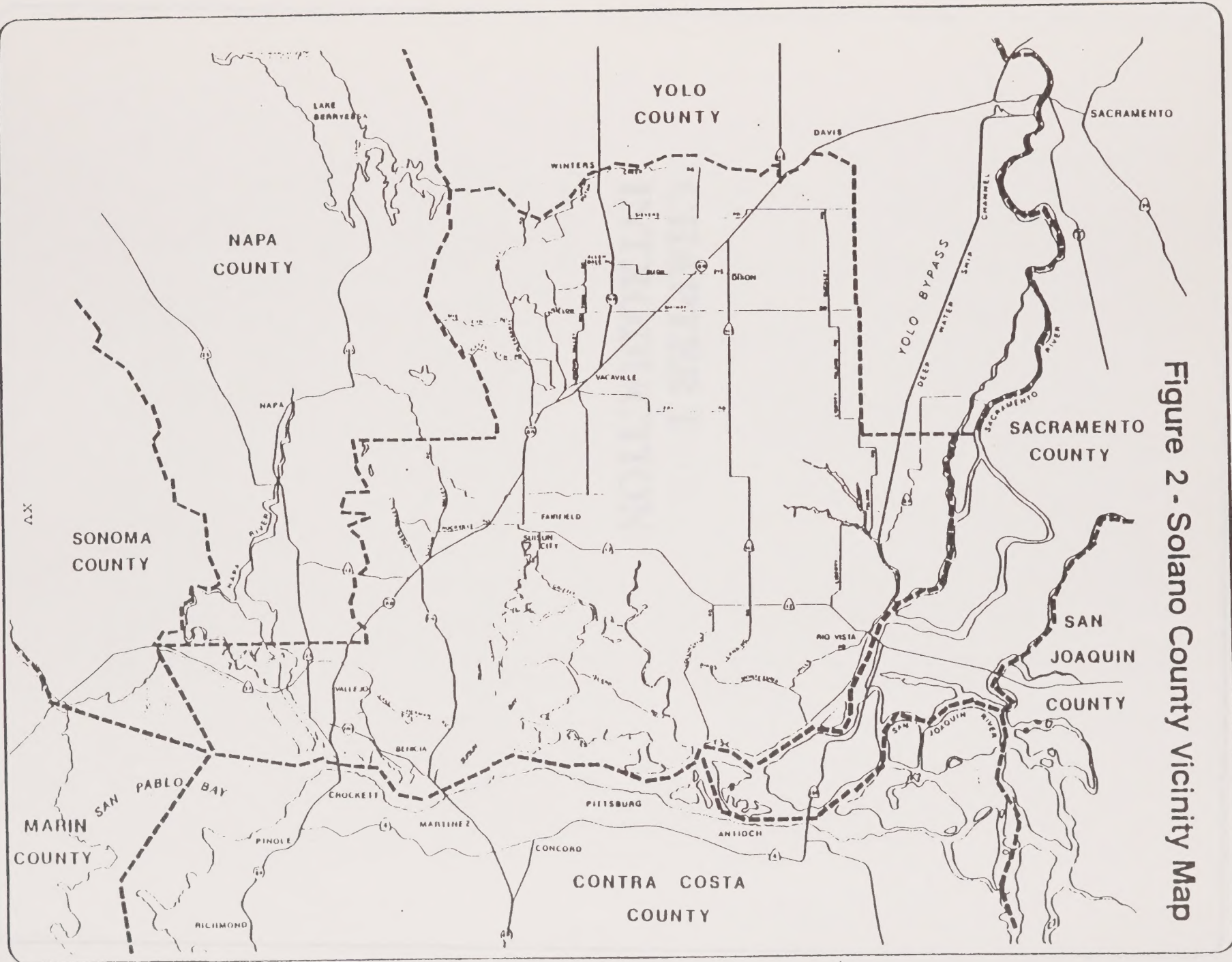


Figure 2 - Solano County Vicinity Map

CHAPTER I INTRODUCTION

Purpose

The purpose of this document is to provide a clear and concise introduction to the subject matter of the document. It is intended to provide a general overview of the topic and to identify the key concepts and issues that will be discussed in the following chapters. The document is intended to be a useful reference for anyone interested in the subject matter.

Authority

This document is based on the research and findings of the author, who has conducted extensive research on the subject matter. The document is intended to provide a comprehensive and authoritative overview of the topic.

The document is intended to be a useful reference for anyone interested in the subject matter. It is intended to provide a clear and concise introduction to the subject matter and to identify the key concepts and issues that will be discussed in the following chapters. The document is intended to be a useful reference for anyone interested in the subject matter.

CHAPTER I

INTRODUCTION

Purpose

The purpose of the Solano County Land Use and Circulation Element is to provide a long-range guide for orderly growth and development in a manner which protects the County's agricultural and natural resources. The element consolidates existing County area general plans into a county-wide land use and circulation element.

Authority

Land use and circulation elements to the general plan are required under Section 65302 of the California State Governmental Code as follows:

- "(a) A land use element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public

buildings and grounds, solid and liquid waste disposal facilities and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas.

- (b) A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan."

Relationship To The General Plan

Land use and circulation elements are two of nine general plan elements required under State law. The County's current land use and circulation elements are to be found within a number of general plan documents. In 1967, the County adopted a general plan which depicted land use and circulation on an overall county general plan map with accompanying text. This document along with applicable portions of previously adopted plans comprised the General Plan in 1967.

Since 1967, general plan updates have been undertaken for various subareas of the County. These include the 1971 Vacaville Area General Plan, the 1973 Southeastern Solano County Area General Plan, the 1975 West Central Solano County General Plan and the 1979 Collinsville-Montezuma Hills Area Plan and Program which amended the Southeastern Area General Plan. In addition, since 1967, the County has adopted a number of county-wide general plan elements which have expanded and refined the County's general plan policies. These include the 1973 Resource Conservation and Open Space Element, the 1977 Health and Safety Element, the 1977 Scenic Roadways Element and the 1979 Housing Element.

In addition to the area plans and required general plan elements, a number of related plans have been prepared. These include the 1967 Solano County Recreation Plan, the 1968 Master Plan of Airports, the 1976 Suisun Marsh Protection Plan, the 1977 Solid Waste Management Plan, the 1977 and 1979 Surface Runoff Management Plans and the 1979 Solano County Transportation Plan.

As a result of these planning activities, there has been an increasing need for the correlation of the various adopted plans and elements and updating the land use element into a single representation of land use policy.

This Land Use and Circulation Element supersedes previous elements by consolidating and updating the County's 1967 General Plan and subsequent area general plans. This element, along with the following elements, constitutes Solano County's General Plan:

- Resource Conservation and Open Space
- Health and Safety: Seismic Safety, Safety
and Noise
- Scenic Roadways
- Housing
- Collinsville-Montezuma Hills Area Plan and
Program
- West Central Solano County General Plan

The Collinsville-Montezuma Hills Area Plan and Program provides specific policies for the development of water dependent industry in the Collinsville-Montezuma Hills area. The West Central Solano County General Plan provides specific policies for the development of the Cordelia growth center. Both these plans supplement the more general policies found in this element. The geographical extent of these planning areas are depicted on Figure 3.

As required under state laws, all elements of the general plan must be internally consistent. This means that all goals, objectives, policies, proposals and standards of each element of the general plan must be consistent with and mutually supportive of each other.

The policies and proposals of each general plan element along with the general plan map are of equal importance and must be considered together in the application of the plan.



While the County's General Plan applies to unincorporated areas, each city has adopted a general plan for guiding future growth and development within its jurisdiction. City land use proposals have been incorporated on the County Land Use and Circulation Map for areas within the urban growth lines. Reference should be made to individual city general plans for more specific land use designations and development policies for development within the urban growth lines.

Using The Plan

Each of the General Plan elements, along with the Land Use and Circulation Element Map, provides a guide and sets forth long term policies for day to day decision making. Together these elements provide a comprehensive statement of the goals, objectives, policies and programs for shaping growth and development within the County and for protecting its agricultural and natural resources.

This Land Use and Circulation Element is intended to provide policy guidance until the year 1995. In keeping with that time horizon, land has been allocated to residential, commercial and industrial uses to match the projections of growth for the unincorporated area. It must be recognized, however, that the future rate of development may occur more slowly or more rapidly than projected in the plan. The planning process allows for the variable rate at which growth takes place by providing for periodic plan reviews. It is proposed that this plan be reviewed within five years and amendments considered as may be necessary.

The Land Use and Circulation Element in some cases makes specific proposals and recommendations relating to land use designations. In other cases policies and proposals are more "general" in nature in order to provide some flexibility in implementing basic policies and achieving stated goals and objectives. When questions of interpretation arise, the Planning Department shall prepare written interpretations for review by the Planning Commission. Over time, these interpretations will constitute a body of opinion and record for consistent application as the plan is carried out.

The Land Use and Circulation Map provides a graphic description of the amount and distribution of planned uses in Solano County. The general land use categories described there consist of open space, agricultural, commercial, residential, industrial, public and circulation. An explanation of the meaning of each of the general land use categories and their more specialized sub-categories and guidance as to the interpretation of the land use map are contained in subsequent chapters of this document.

While the map is most often referred to by the public, it does not fully represent the general plan. The map only represents those proposals and policies which can be shown graphically and does not indicate appropriate timing for development. In order to fully interpret the map, reference must be made to the written policies and proposals of the general plan text.

The Land Use and Circulation Map has incorporated city land use designations for those areas inside urban growth lines. Land Use designations shown within the urban growth line are a guide for future urban development of unincorporated lands consistent with development policies outlined in Chapter II. More specific information regarding land use proposals and policies within these areas can be found by referring to the individual city general plans.

Method Of Approach

This document represents only a portion of the study and analysis undertaken in preparing the Land Use and Circulation Element. The program was oriented towards issue and problem identification and resolution. The plan is focused on identifying key land use issues and problem areas and developing specific strategies and policies to address them.

To assist the County in this process, a citizen's advisory committee was formed. The Committee represented a broad spectrum of interests and geographic areas within the County. Incorporation of the Advisory Committee's participation in the planning process was accomplished through monthly meetings. The Committee reviewed and discussed general land use issues and formulated goals and objectives.

Three subcommittees, Agriculture and Open Space, Residential and Commercial/Industrial were formed from the Advisory Committee for more detailed study of specific problems and issues. Each subcommittee reviewed background data, identified specific issues and problems, made findings and formulated specific strategies and policies for addressing identified issues. The policy recommendation and plan proposals of each subcommittee were consolidated into a county-wide land use element and map. Finally the full Advisory Committee reviewed the work of the subcommittees, formulated implementation measures and reviewed and incorporated circulation proposals and policies based on the Solano County Transportation Plan. (See Appendix "C".)

Format

Following this introduction, the element has been broken into five sections: Planning Framework, Land Use Proposals, Public Facilities and Services Proposals, Circulation and Transportation Proposals and Implementation Methods.

Chapter II summarizes an overall strategy for planning and development within the County. It summarizes the main goals and proposals of the plan, sets forth roles of the County and cities for accommodating future development and policies for managing future growth and development.

Chapters III through VII contain objectives and land use proposals for Agriculture and Open Space, Recreation, Residential, Commercial and Industrial land uses. Each chapter presents a general discussion of existing land use conditions, specific proposals for land use development and resource preservation, and policies for guiding land use decisions.

Chapter VIII discusses land use proposals relating to institutional public facilities and policies for guiding the provision of public facilities and services to support land use development within the County.

Chapter IX sets forth policies and proposals for Circulation and Transportation facilities and services to support the land use proposals. Policies and proposals addressing Streets and Roads, Railroad Services, Transit Services, Air Services, Port Facilities, and Non-Motorized Facilities are presented.

Finally, Chapter X outlines specific measures for implementing the policies and proposals of the Land Use and Circulation Element. These include Regulatory Methods, including recommendations for bringing the county zoning ordinance into conformance with the plan General Plan Elements, the use of Specific Plans, Capital Improvements Program for coordination and staging capital improvements, Intergovernmental Coordination, Environmental Review Process, Taxation Methods and Monitoring and Revising the General Plan.

CHAPTER II

PLANNING FRAMEWORK

CHAPTER II

PLANNING FRAMEWORK

This chapter summarizes the major features of the plan and an overall strategy for land use development in Solano County. The policies and proposals presented here are intended to provide a framework for the more specific policies and proposals enumerated under the various land use classifications.

The Planning Area

Solano County, which is one of the nine counties considered part of the San Francisco Bay Region, is located halfway between the San Francisco and Sacramento metropolitan areas. The gross area of the County is 898 square miles composed of 823 square miles of land and 75 square miles of water. Water areas include San Pablo Bay, the Mare Island Strait, Suisun Bay, the Sacramento River and related sloughs. Land area is divided into two topographic sections. The western quarter extends into the coastal range foot hills, characterized by steep slopes becoming more gently rolling in the easterly portion. The remainder of the County is part of the Sacramento Valley Basin, except for isolated areas of low rolling hills. Other features include the Suisun Marsh with an area of more than 80 square miles and the Napa Marsh.

Population

Since 1940 Solano County has seen rapid population growth. In 1980 the County population was estimated to be 235,203 more than four and one-half times the 1940 population of 49,118. This rapid population growth is due to two principal factors. First, five of the County's seven cities are bisected by two major routes, Interstate 80 and Interstate 680, which link the County to the San Francisco and Sacramento metropolitan regions. Easy accessibility to the metropolitan areas, along with moderate housing costs, have attracted residents to the County. Second, government has served as a major local employer through the existence of such governmental institutions as the Mare Island Naval Shipyard and Travis Air Force Base which have also drawn residents into the County.

Table 1 shows population growth within the cities and unincorporated area over the past 40 years. Recent population changes point to increased urbanization, as the cities have enlarged and population in the unincorporated areas has decreased dramatically. In 1980, over 93 percent of the County population resided in one of the seven incorporated cities.

Economy

Solano County is an agricultural community with a growing industrial base. While agriculture provides only 4.5 percent of the total employment within the County, it contributes to the local economy with over 134 million dollars worth of agricultural products produced in 1979. Manufacturing is an expanding sector of the local economy. This is the result of both the diversification of the local manufacturing base with the establishment of new industrial plants, distribution and service facilities and expansion and increased production schedules of well established industries. The value added from the manufacture of goods in the Vallejo-Fairfield-Napa SMSA was over

Table 1
Population, Solano County

	1940	1950	1960	1970	1975	1980
Benicia	2,419	7,284	6,070	7,349	10,754	15,376
Dixon	1,108	1,714	2,970	4,432	4,981	7,541
Fairfield	1,312	3,118	14,968	44,146	50,497	58,099
Rio Vista	1,666	1,831	2,616	3,135	2,986	3,142
Suisun City	706	946	2,470	2,917	3,275	11,087
Vacaville	1,614	3,169	10,898	21,690	30,122	43,367
Vallejo	20,072	26,038	60,877	71,710	70,642	80,303
Total City	28,897	44,100	100,869	155,379	173,257	218,915
Unincorporated	20,221	60,733	33,728	16,436	14,487	16,288
County	49,118	104,833	134,597	171,815	187,744	235,203

Sources: U.S. Census
Solano County 1975 Special Census
State Department of Finance

254 million dollars in 1976. Government has historically been the mainstay of Solano County's economy, employing nearly one out of every two non-agricultural workers. Retail trade is the County's second largest employment category, representing 18 percent of the total employment. After several years of slow steady growth, retail trade has expanded in response to the demands of the growing population base. This growth is also reflected in the service industries.

Plan Goals

The following goals were chosen by the Citizen's Advisory Committee to provide the overall planning basis for future land use decisions. These goals express perhaps the highest aim to which the community should aspire. They indicate worthwhile aspirations which the community is willing to work to achieve.

In order to make goals realizable, subsequent sections of the plan set forth more manageable objectives derived from the goals which the community can work to achieve during the planning period. Objectives in turn are supported by a series of policies and implementation strategies which if undertaken can be expected to lead to the achievement of the land use objectives.

The following goals provide the overall planning basis for future land use decisions.

1. Provide for orderly growth which assures a harmonious relationship of land uses both rural and urban and maintains the distinctive character of each community in Solano County.
2. Maintain and enhance environmental quality of Solano County as it relates to the use of land, water and air by managing and preserving the diverse natural resources of the County for the use and enrichment of the lives of present and future generations.
3. Promote and ensure adequate housing in a satisfying environment for all citizens of Solano County.
4. Establish a strong diversified economic base and provide for a wide choice of employment opportunities in a pleasant working environment.
5. Obtain maximum benefit and efficient use of existing and future public facilities and services and provide opportunities for social and cultural activities and services for all residents of Solano County.
6. Provide and maintain a safe, economical and efficient circulation and transportation system to ensure adequate multi-modal movement of people and goods within, to and from, the County while incurring the least social, economic and environmental harm to existing or planned activities and land uses.

Plan Proposals

The plan is intended to provide direction for the future use of land in the unincorporated sections of the County. In setting policy for the orderly growth of the unincorporated area, the Solano County General Plan also delineates and describes the coordinated future growth of local jurisdictions. The most recently adopted land use maps for each of the cities are shown in a general way on the County's Land Use and Circulation Map. Generalizations about county-wide future growth are difficult because local plans were prepared at different times and under different criteria; however, certain themes and assumptions are common to most of the plans.

POPULATION

As indicated above, Solano County cities have seen rapid population expansion over the past four decades. Growth has been enhanced by accessibility to the San Francisco and Sacramento metropolitan areas, the location of government employment centers and moderate housing costs. Solano County growth in a large measure can be attributed to the attractiveness of San Francisco Bay Area and Sacramento regions to new residents. It is assumed that these larger regions will continue to attract new population of which Solano County will receive a portion.

Because of the lack of uniformity among local agencies in preparing projections of future population, no aggregate forecast of countywide growth can be determined from existing general plans. However, countywide population forecasts for Solano County have been prepared by a number of agencies including the State Department of Finance, Association of Bay Area Governments, and the Solano County Transportation Council as shown on Table 2. These agencies have forecast populations between 335,000 and 350,000 by the year 1995. A projection of city growth prepared in 1977 by the Solano County Transportation Council is also shown. This represents a coordinated goal future perception of population growth

Table 2
Solano County Population Forecasts

	1980	1985	1990	1995
Benicia	14,000	17,500	20,150	22,900
Dixon	8,700	10,900	14,900	18,800
Fairfield	54,200	60,400	67,800	76,200
Rio Vista	3,800	4,500	5,200	5,800
Suisun City	18,550	23,000	24,350	24,900
Vacaville	44,250	57,900	68,800	79,300
Vallejo	76,000	86,000	96,000	106,000
Unincorporated	14,600	14,700	14,800	14,900
Transportation Council Total	234,100	274,900	312,000	348,800
Dept. of Finance County Total	225,500	265,400	N/A	N/A
ABAG-County Total	224,894	258,123	299,608	333,593

Sources: Association of Bay Area Governments, Projections 79.
California State Department of Finance, 80-P-1.
Solano County Transportation Council.

which was determined at the time by each of the cities. Table 2 suggests continued rapid growth within the cities with only minimal net population increases in the unincorporated County area. Annexation by cities of unincorporated populated areas over the next 15 years will offset much of the projected growth in the unincorporated area.

EMPLOYMENT

Forecasts of future employment suggest continued economic growth. Retail trade and service industries will be the fastest growing sectors of the local economy, expanding

at about twice the rate of local basic employment in manufacturing and related industries.

Agriculture and government have been the traditional supports of the Solano County economy. Recently their relative importance has become somewhat diluted with the growth of new industrial and commercial enterprises. Nevertheless it is difficult to underestimate the value of agricultural production and government employment to the local economy. It is anticipated that the size and the level of operation of existing government facilities will remain constant during the planning period. Agricultural employment will continue to decline as mechanization in the industry reduces the need for manual labor.

ENVIRONMENT

During the 1970's, concerns with quality of life and its environmental setting were of prominent concern to Californians, and most of the local general plans reflect this mood. As a result, significant strides were taken toward improving air and water quality, preserving sensitive resources and protecting productive agricultural areas. Although there may be some tempering of the environmental mood, it is assumed that there will be a continued concern upon the part of most of the community to protect agricultural lands and natural areas which have value for the community.

ENERGY

The decreasing availability of energy has become a fact of life. As a result there has been a reduction in travel. Long distance commute patterns have become more and more unattractive and the value of urban sprawl development patterns have been questioned. Given the economic climate and the inability to immediately convert to alternative energy sources, it can only be assumed that decreasing

energy supplies will continue to affect the area through the planning horizon. The general plans of local agencies have begun to respond to the reduced availability of energy by encouraging land use patterns and projects which minimize its use. Increased efforts on the part of all jurisdictions should be undertaken as soon as possible to show land use patterns that conserve energy.

GOVERNMENT

Increasingly, city and county governments are facing fiscal constraints, higher costs of servicing development and the need to promote energy conservation. In the face of these limitations, communities can no longer afford to support urban sprawl or the continued destruction of productive agricultural lands. Recent general plans have identified the need to manage future growth in an efficient and responsible manner which protects significant environmental, economic and social resources.

LAND USE

The land use pattern described on the plan map is one of city centered growth: six urban areas are distributed throughout the County. These areas are Vallejo/Benicia, Cordelia, Fairfield/Suisun, Vacaville, Dixon and Rio Vista. Separation of urban areas is provided by lands designated for intensive and extensive agricultural use.

Almost 45,000 acres are designated on the plan map for residential use. Of this, approximately 30,000 acres is located within urban areas. An additional 5,500 acres is shown for commercial development and 20,000 acres are shown for industrial use with 11,400 acres located within urban areas. 314,200 acres are devoted to extensive and intensive agriculture and 119,500 acres to multi-use marsh and watershed.

For the unincorporated area, the pattern of land use described by the plan map and tabulated in Table 3 below is one which allocates most of the land to agricultural and open space uses. This pattern conforms to the geographic distribution of the County's physical resources, constraints and existing land uses and is consistent with the traditional role of the unincorporated area in Solano County. Commercial, residential and industrial uses occupy much smaller areas. Commercial land uses are placed where they can best serve rural residential areas and at locations with good accessibility to serve the highway traveler. Residential uses conform generally to existing patterns of development. Where expansions in size are proposed, they are considered to be logical extensions of existing residential areas and have been located so as not to displace essential agricultural lands. Industrial lands are designated where industries already exist and where physical characteristics favor the location of certain specialized uses while avoiding better agricultural soils.

Table 3
Summary of Land Use
Area Allocations, Unincorporated Area

Land Use Designations	Gross Acreage
Rural and Suburban Residential	13,938
Commercial	180
Industrial	8,440
Agriculture	314,200
Watershed	34,000
Marsh	85,500
Park	965

Development Strategy

GOAL

Provide for orderly growth which assures a harmonious relationship of land uses, both rural and urban, and maintains the distinctive character of each community in Solano County.

OBJECTIVES

1. Preserve and protect the existing development pattern of distinct and identifiable cities and communities.
2. Encourage land use development patterns and circulation and transportation systems which minimize energy consumption.
3. Encourage a development pattern which first seeks to maintain existing communities, second to develop vacant lands within existing communities presently served by public services, and third, to develop lands immediately adjacent to existing communities where services can easily be provided.

The orientation of the plan views Solano County in its entirety with jurisdictions complementing one another by contributing toward the ultimate growth and development anticipated to occur. In taking this view, certain themes or roles have been identified for the County, consistent with resources and past policies. The unincorporated area is not considered as a self-sufficient entity. It must rely upon cities to accommodate and service major commercial and office centers, industrial development and urban density residential land uses. In turn the County has certain roles necessary to maintain the overall health of the County and the cities. Among these roles are preservation of agriculture, maintenance of city separators, and provision of land uses which benefit all communities including certain recreational facilities, unique industrial opportunities and rural residential housing.

In order to achieve coordination of future growth, the County and each of the cities must be allowed to pursue their roles with a minimum of conflict. Therefore, intergovernmental coordination plays an important role in the mechanism necessary to implement the plan. This will require coordination, not only between the County and the cities, but with the Local Agency Formation Commission, the agency which determines local jurisdictional boundaries.

Urban Growth Line

The urban growth line clearly defines the spatial extent of urbanization for each of the cities. It represents the outermost area in which a city can be expected to expand within the time frame of its general plan, generally 15-20 years. This represents a County assessment based on city adopted general plans and does not necessarily agree with existing Local Agency Formation Commission (LAFC) spheres of influence.

It is intended that the development of urban land uses within urban growth lines be facilitated and serviced through city annexation. Annexation and development within the urban growth line should take place in an orderly manner. Potential land conversion policies in urban areas should give first priority to development of vacant land within urban areas which are currently served by public facilities and services and second priority to the development of land adjacent to existing urban areas. A change in use of unincorporated lands within the urban growth lines should be permitted only for temporary uses until annexed for full urban development. Urban uses located along the urban-rural fringe should be developed in a manner which minimizes conflicts with adjacent agricultural uses.

Lands outside the urban growth line are to remain in agricultural and open space uses or developed for rural uses. Rural development within the unincorporated County area has been confined to existing rural communities beyond the urban growth lines and outside community buffers and essential agricultural areas.

In establishing urban growth lines the plan recognizes that while some jurisdictions have recently adopted revised general plans, other jurisdictions are operating under older plans. As plans of local jurisdictions are revised and updated, the County should review the proposed changes and give consideration to amending the County Land Use and Circulation Map and adjusting the urban growth line to encompass the new areas proposed for urbanization by the cities.

In implementing these development policies, the plan seeks to encourage the LAFC to establish spheres of influence lines which generally follow city-county urban growth lines. This would provide for coordination of city-county general plan policies and urban land use designations to those areas identified by LAFC's spheres of influence which are anticipated to be annexed by a local jurisdiction for future development. Within urban growth lines, plan policies set forth priorities for land development. These should be enforced by LAFC through the establishment of five year urban expansion areas within the spheres of influence. Finally, in areas outside the urban growth lines where cities may have special interests and concerns or where County land use decisions could impact urbanized areas, an area of interest should be defined by the County

and cities and formal procedures established by the County to facilitate city review, comment and coordination of proposal projects and land use decisions. Specific recommendations for implementation by the LAFC are outlined in Chapter X and illustrated in Figure 5, page 152.

Community Buffers

The existing visual corridors of open space between urban communities within the County represent significant areas of open space. These visual corridors act as community buffers which provide natural barriers between communities and which help to form and protect the individual character and identity of each community. It is important, where possible, to retain buffer areas of sufficient size to ensure the continued viability of the area in productive agricultural use rather than establishing narrow bands of open space which have little productive use. The County along with special districts and local jurisdictions, should explore and enter into appropriate contractual arrangements to establish specific community buffer areas to protect critical areas within the visual corridors from future encroachment by urban and rural development. Community buffers should include essential agricultural lands, watershed lands and other significant physical features.

Development Strategy Policies

1. Urban development shall be confined to land use patterns which retain essential agricultural lands of the County and minimize energy consumption.
2. Rural and suburban development shall be confined to non-essential marginal agricultural lands with a low capability of agricultural production and in a manner which minimizes conflicts with surrounding agricultural activities.

3. When services of a municipal or urban type are needed to support future urban development and such service can be supplied by annexation to an existing city in conformance with general plan policies, such services should be obtained through annexation to the city.
4. The unincorporated area shall not be developed with urban uses and urban services shall not be provided, except minimal public facilities and services essential for health, safety and welfare.
5. Development of the transportation system should encourage concentration of major employment and activity centers within proximity to residential areas to facilitate shorter travel distances and non-auto modes of travel.
6. The transportation system should promote the planned pattern of land uses, and limit transportation improvements to those necessary to serve existing and planned future land uses.
7. The County, in cooperation with the cities, shall maintain urban growth lines around local city jurisdictions which clearly define the extent of urbanization proposed within the general plan.
8. It shall be the County's policy to encourage phased development within urban growth lines so that first priority is given to development of vacant land currently served by public facilities and services and second priority given to development of land adjacent to existing urban areas.
9. Future city urbanization within urban growth lines shall be developed at the appropriate time through city annexations.
- 9a. Within urban growth lines in the Peabody Road area where development has already occurred and annexation does not appear likely within the foreseeable future, temporary uses may be established with use permit approval.
10. The County will not oppose the annexation of urbanized unincorporated communities within city urban growth lines as long as annexation is not contrary to the wishes of a majority of the affected residents.

11. The County shall encourage the Local Agency Formation Commission to conform sphere of influence lines with urban growth lines to clearly define those lands which are expected to be urbanized through annexation to a local jurisdiction and which establish 5-year urban expansion areas and permanent urban open space areas.
12. The County shall work with local jurisdictions in establishing city areas of interest.
13. The County shall establish formal procedures for review, comment and coordination of land use proposals and decisions within a city's area of interest.
14. The County shall make special efforts to encourage and assist cities in maintaining their community identities within defined community buffers in appropriate productive open space use.
15. The County shall participate with cities and special districts in establishing agreements which delineate community buffers.
16. A cornerstone principle of this General Plan is the direction of new urban development and growth toward municipal areas. In furtherance of this central goal, the People of Solano County, by initiative measure, have adopted and affirmed the following provisions to assure the continued preservation of those lands designated "Extensive Agriculture", "Intensive Agriculture", "Watershed", "Marsh", "Park & Recreation", or "Water Bodies & Courses": Development Strategy Policy No. 17; Agricultural Lands Policies Nos. 9, 10, 11, 12 and 13; and Watershed Lands Policy No. 2. The General Plan may be reorganized, and individual goals and policies may be renumbered or reordered in the course of ongoing updates of the General Plan in accord with the requirements of state law, but the provisions enumerated in this paragraph shall continue to be included in the General Plan until December 31, 2010, unless earlier repealed or amended by the voters of the County.

17. The designation of specific lands and water bodies as "Extensive Agriculture", "Intensive Agriculture", "Watershed", "Marsh", "Park & Recreation", or "Water Bodies & Courses" on the Solano County Land Use and Circulation map, adopted by the Solano County Board of Supervisors on December 19, 1980, as readopted and reaffirmed by the voters of Solano County in Proposition A in June 1984, and as amended subsequently consistent with Proposition A, shall remain in effect until December 31, 2010 except lands designated "Agriculture" may be redesignated pursuant to the procedure specified in the Land Use and Circulation Element, Chapter III, Agricultural Land Use Policies Nos. 10 through 13, (providing for redesignation upon the making of specific findings, or as necessary to comply with state law requirements regarding provision of low and very low income housing, or permitting certain redesignations to open space).

In addition, these agricultural and open space lands may also be redesignated after a final judgement by a court of competent jurisdiction determining that the absence of a redesignation would constitute an unauthorized taking of private property or is otherwise unconstitutional, but only to the minimum geographical extent and intensity of use necessary to avoid such unconstitutional result. Any such redesignation shall be designed to carry out the goals and provisions of this policy to the maximum extent possible.

Further, the precise boundaries of land use designations may be subject to minor adjustment and refinement prior to development, or upon request of an affected landowner, provided such refinements reflect the overall boundaries indicated on the General Plan Land Use and Circulation Map and are consistent with all other General Plan policies, in particular, the General Plan policies prohibiting piecemeal conversions of agricultural lands to non-agricultural uses.

CHAPTER III AGRICULTURAL AND OPEN SPACE LAND USE

Agricultural Lands

OBJECTIVE

Examine the Chapter's main objective, which is to provide a framework for the study of agricultural and open space land use, and to provide a framework for the study of agricultural and open space land use.

CHAPTER III AGRICULTURAL AND OPEN SPACE LAND USE

GOAL

Maintain and enhance environmental quality of Solano County as it relates to the use of land, water and air by managing and preserving the diverse natural resources of the County for the use and enrichment of the lives of present and future generations.

Agricultural Lands

OBJECTIVE

Preserve the County's high quality soils and protect and maintain essential agricultural lands including areas which possess unique characteristics for the raising of specialty crops.

Existing Conditions

Approximately 95 percent of the total unincorporated land area of Solano County is in some form of agricultural use. The gross value of all agricultural products produced in 1979 was over 134 million dollars. Agricultural pursuits occur on a wide variety of soils and are conducted through a wide variety of farming techniques. Table 4 gives the acreage of land in use under various farming activities.

Table 4
Agricultural Production, 1979

Crop	Acreage
Field Crops	141,964
Fruit & Nut Crops	16,004
Pasture Land	172,200
Seed Crops	8,279
Truck Crops	23,928

The 75,000 acre plain in the Dixon-Yolano area is the dominant agricultural area of the County. It is comprised of irrigated lands, predominately Class I and II soils, and supports irrigated field, seed and truck crops. Sugar beets, field corn and tomatoes are the leading crops in the area. Southeast of this area towards the Delta, sugar beets along with grain and hay crops predominate. South of Highway 12 lies the Montezuma Hills area with its gently rolling hills. This 28,000 acre area is used for dry land farming of wheat, barley and oats, along with sheep grazing on a three year rotational basis. To the west, the Suisun Marsh supports more forage crops around

its edges.

In the western portion of the county, agricultural pursuits also vary. Green Valley, Suisun Valley, Gordon Valley, Paradise Valley, Lagoon Valley and Vaca Valley along with the Wolfskill area are highly fertile areas where most of the County's orchards and vineyards are located. The Vaca Mountains and Vallejo-Benicia Hills provide expansive areas for grazing.

Over 287,000 acres, representing 63 percent of the County's agricultural, watershed and marsh lands, have been placed in agricultural preserves under the provisions of the Land Conservation Act which limit the use of these lands to agricultural and open space uses in order to discourage premature and unnecessary conversion of such lands to urban uses. However, in recent years, urban expansion and development speculation on agricultural lands have placed increasing pressures to convert agricultural lands to other uses. Pressures for agricultural conversion can result from a number of factors:

1. Direct Conversion of Agricultural Lands to Urban Uses. Existing city and county general plans designate a number of areas of productive agricultural lands for urban type development. As urban areas expand these lands are annexed and converted directly to urban uses.
2. Idling of Agricultural Lands. Agricultural lands may fall idle as a result of nearby urbanization or rural development for a number of reasons. Agricultural operations may be impacted by conflicts with adjacent or nearby urban and rural uses. Farmers may face problems of trespass, vandalism and harrassment of livestock or they may face restrictions on their farming activities that generate dust, noise, odor or pesticide spraying which can conflict with nearby urban uses. If these conflicts are severe enough, agricultural operations become unprofitable. In addition, existing city spheres of influence encompass large areas of productive agricultural lands including areas not currently designated for development on local general plans, creating uncertainty in the timing and direction of future urban development. Such circumstances may encourage speculation and premature

conversion or commitment of agricultural lands to urban uses and disrupt the local farming economy.

3. Parcelization of Agricultural Lands. Present farming techniques require larger parcels of land to remain productive and efficient. Recent speculation on agricultural lands has placed increasing pressures to break lands into smaller parcel sizes and encourage premature conversion to urban uses. There has been a recent trend to break a number of extensive agricultural areas into 20-40+ acre homesites. While such development appears to remain in open space use and productive, it removes land from the agricultural economy without converting it directly to urban use.

Finally, agricultural practices themselves can impact and create conflicts with surrounding land uses and the natural environment. Many modern farming techniques require land grading and the application of pesticides and fertilizers. Such practices, often conflict with adjacent urban uses, as well as, creating negative impacts on water quality and surrounding marsh land and wildlife habitat areas. As a result, there is a need to buffer long-term agricultural areas from adjacent urban uses whenever possible and ensure that agricultural practices are conducted in a manner which minimizes adverse impacts on the surrounding natural environment.

In the 1960's and early 1970's, Solano County lost a significant amount of its crop and rangeland to other uses. Evidence exists that all of the conversion mechanisms described above are presently at work in the County and projections of population suggest that agricultural land will continue to be lost in the future. If agriculture is to remain as a significant contributor to the County's economic health, efforts must be undertaken to slow and direct the conversion process.

Agricultural Land Use Proposals

Agriculture constitutes the largest single land use designation in the County General Plan. Agricultural lands

have been classified into two basic types: intensive agriculture and extensive agriculture. Intensive agriculture designates land with high quality soils under irrigation requiring intensive cultivation techniques. These areas are generally retained in minimum parcel sizes of 40 to 80 acres. Extensive agriculture designates lands with lower quality soils used for dry land farming and range land. These areas are generally retained in minimum parcel sizes of 20 and 160 acres. Agricultural uses consistent under these classifications include agriculture, agriculturally related uses such as farm labor quarters, processing facilities and service industries requiring rural locations to support agricultural activities and which are found to be harmonious with surrounding agricultural uses. Under certain circumstances through the use permit process, other uses such as waste disposal sites and mineral extraction operations can be established in agricultural areas.

The policies and proposals of the plan are the result of continuing concern that agriculture must be preserved as a major industry in Solano County. There is recognition of the need for a clear delineation of agricultural lands which are being held for long term agricultural use, that is, those lands which may be considered essential for the maintenance of a healthy agricultural economy and agricultural lands which are being held for future urban expansion and rural use.

It is the intent of this plan to direct future growth and development in a manner which best preserves the County's essential agricultural lands, including both its intensive agricultural areas and significant extensive agricultural areas. Past experience suggests that no single technique can successfully curtail the process which removes land from agricultural production. Rather, a variety of techniques need to be applied in a coordinated fashion. Agricultural lands to be preserved must be clearly defined so that everyone is aware that they are a special community resource. Once defined, essential agricultural lands must be maintained in productive agricultural activities by retaining parcel sizes in farmable units, protecting lands from urbanization and preventing the intrusion of conflicting land uses. In addition, support must be given to measures such as the Williamson Act and inheritance tax reforms which promote the retention of agricultural parcels in agricultural use.

DEFINING ESSENTIAL AGRICULTURAL LANDS

Essential agricultural lands are those productive farmlands which have been identified by the local community as necessary to the maintenance of a healthy agricultural economy. No single criterion or rating system of factors is adequate to determine whether an area is essential. The selection process must be somewhat subjective including not only quantifiable factors, but the community's perception of what it deems essential to its continued well being. A number of criteria have gone into the identification of such lands on the general plan. These include soil capability, productivity for either intensive or extensive agricultural uses, parcel sizes and the overall size of a farming area relative to the ability of agricultural activities to support one another and to be a buffer from urban encroachment.

Soil capability for food and fiber production together with management and technology are among the major factors governing the potential productivity. In the past, attempts were made to define "prime" agricultural lands. These included using the Soil Conservation Service's land use capability classification ratings of Class I and Class II soils and the Storie Index ratings. More recent attempts have used specific criteria relating to physical-chemical parameters including soil depth, soil permeability, drainage, water holding capacity of the soil, salinity and alkalinity rating, slope, climate and water supply.

There has also been increasing recognition of the importance of grazing land not traditionally considered as "prime" agricultural land. Recently, attempts have been made to define "prime rangeland" including the animal carrying capacity of the land and physical-chemical parameters similar to those used in attempting to define prime agricultural lands.

While these factors are concerned principally with soil capability, other factors relating to modern farm management and production were also considered in identifying essential agricultural lands. Consideration was given to the predominant parcel sizes within an agricultural area as a factor for determining the farmability of an area for commercial agriculture. It is important that parcels are of sufficient

size to remain farmable with the use of modern farm management techniques and equipment. Consideration was also given to the size of the agricultural area (or its critical mass), that is the extent to which agricultural activities reinforce each other. Such factors as the extent to which conflicting uses have been introduced into an agricultural area and the extent to which the area could be feasibly buffered from potential urban/rural conflicts were also considered. Therefore, in defining essential agricultural lands, references are made to specific cohesive areas for either intensive or extensive agricultural use.

Non-essential agricultural lands include those lands which within the time frame of the plan are to be retained in agricultural use. While these lands may not be considered essential, they nevertheless represent important agricultural areas which contribute to the County's agricultural economy. First, these include areas which are to be retained in agricultural use in deference to other areas recommended by the general plan to be more desirable for urban and rural use. However, some of these areas have potential for the establishment of rural ranchettes, or provide areas where unique industries can locate within the unincorporated County area. Other areas may have potential for development beyond the time frame of the plan including: areas designated for urban reserve on city general plans or areas where cities may potentially expand into; areas for possible future expansion of rural residential development. It is the intent of the plan to maintain these lands in productive agricultural use until it is found necessary to convert these lands to non-agricultural use. Second, nonessential lands include areas which have value as productive open space lands. These include lands which if developed would prevent health and safety hazards, such as geologic hazards or aviation easements and runway approach and take off areas; lands which may be important watershed areas; or lands which are important as community buffers for protecting the individual identity of Solano County communities and are best maintained in productive agricultural use. To ensure continued agricultural production in these nonessential areas, it is important, as in the case with essential agricultural areas, to ensure that farmable parcels are retained and that these areas are protected from the intrusion of conflicting land uses.

INTENSIVE AGRICULTURAL LANDS

The County's intensive agricultural lands are composed generally of highly fertile soils brought into intensive production through irrigation. The areas designated on the plan map as intensive agricultural reflect the need to avoid the loss through urbanization of high quality soils and croplands of significant economic importance and the need to preserve areas which possess unique characteristics for the raising of specialty crops. Approximately 173,000 acres have been designated for intensive agricultural use. Essential intensive agricultural areas include lands in the Wolfskill area, Dixon Ridge area, Yolano area, the Delta Islands area, Pleasants Valley, Vaca Valley, Lagoon Valley, Paradise Valley, Suisun and Gordon Valley and Green Valley. It is the intent of the plan to protect these areas from the intrusion of non-agricultural uses and further urban encroachment in order to preserve them exclusively for agricultural purposes.

EXTENSIVE AGRICULTURAL LANDS

The County's extensive agricultural lands are comprised generally of non-irrigated lands. Much of this land lies on rolling and hilly slopes which are not suited for irrigated agriculture. Agricultural uses under this designation include dryland farming and grazing activities. Approximately 135,000 acres have been designated for extensive agriculture use.

The essential extensive agricultural lands include lands in the Montezuma Hills, Potrero Hills and Vaca Mountains and Twin Sisters watershed areas. These areas contribute significantly to the local agricultural economy through dryland farming practices and sheep and cattle grazing. It is the intent of the plan to protect these areas from the intrusion of non-agricultural uses in order to preserve the unique and significant productive agricultural uses.

Extensive agricultural areas also include lands which would pose potential health and safety hazards were they to be developed for urban use. Both the Vallejo-Benicia Hills and English Hills comprise areas with significant hazards including high grassfire risk, unstable soils, highly susceptible to landsliding and geologic faults. Lands within aviation easements and flight approach areas around Travis Air Force Base and rural airport facilities also present potential safety hazards. Development in these areas should, therefore, be discouraged and the extensive agricultural uses retained.

Finally, extensive agricultural lands also comprise areas which may have future potential for development beyond the time frame of the general plan such as urban reserve areas, and rural residential reserve areas. Such areas should be retained in agricultural use until land conversion to non-agricultural uses becomes necessary.

PRESERVATION OF ESSENTIAL AGRICULTURAL LANDS

In order to ensure continued productive agricultural activity, the County must: First, retain its essential agricultural lands in farmable units; Second, protect its essential agricultural lands from urbanization; and Third, prevent conflicting land uses from occurring within essential agricultural areas.

FARMABLE UNIT

To retain essential agricultural areas in productive agricultural use, the plan sets forth policies for encouraging the formation and retention of agricultural parcels of sufficient size to maintain them as farmable units under modern agricultural practices. A "farmable unit" is defined as the size of parcels a farmer would consider leasing or purchasing for different agricultural purposes. A "farmable unit" is not considered an "economic unit", a unit which will totally support a farm household.

The County has defined farmable units as follows:

For non-irrigated land	160 acres
For irrigated land	80 acres*

*If a landowner can demonstrate in accordance with specified criteria that a parcel is "highly productive" such as orchard and vineyard lands, then a 40-acre minimum should apply.

In areas designated for agriculture production where parcel sizes are smaller than the defined farmable unit, these parcels should not be allowed to break down further into smaller parcels for other uses such as rural residential homesites. Farmable units include smaller parcels which when combined with other parcels would be considered farmable.

Farmable parcels should also be encouraged in non-essential agricultural areas. However, in certain non-essential agricultural areas which have viability for limited extensive agricultural uses, 20-acre parcel sizes may be applied. Such areas may include low-lying hill areas between watershed lands or between essential extensive and intensive agricultural areas.

URBANIZATION OF AGRICULTURAL LANDS

The plan sets forth policies for encouraging urban development to proceed in an orderly manner so as to: First, reduce conflicts between urban and agricultural uses; Second, discourage the future expansion of urban uses into essential, agriculturally productive areas; and Third, reduce the speculative pressures brought on by uncertainty of the timing and direction of future urban growth.

The plan makes proposals for clearly defining the extent of urbanization through the establishment of urban growth lines which define areas where urbanization is to occur and where lands are to be retained in agricultural use. Cities are encouraged to direct their growth into non-essential areas when the need for additional urban lands becomes necessary. Urban uses located along the urban-rural fringe should be developed in a manner which minimizes conflicts with agricultural use. Lower residential densities in such areas are encouraged when possible.

To provide for orderly development and reduce speculative pressures on agricultural lands, the plan encourages the formation of realistic sphere of influence lines, which generally follow the urban growth line to clearly define those areas intended for urbanization.

Finally, the plan supports taxation measures which encourage the retention of lands in continued agricultural uses. The County shall continue to expand its agricultural preserve program and to consolidate the existing pattern of agricultural preserves.

CONFLICTING LAND USES

The plan also seeks to ensure that uses which occur in essential agricultural areas are compatible with the continued agricultural operation of the area. In

intensive agricultural areas, uses which are agricultural or agriculturally related should be allowed. Agricultural service uses should be limited to those uses where a rural location to service agriculture is necessary. In extensive agricultural areas, only those uses compatible with continued agricultural operations should be allowed. Such uses include limited recreational opportunities in designated areas and limited industrial development in the central County area. Rural residential uses should be confined to areas designated for such uses to minimize potential conflicts.

Policies

1. Preserve and maintain essential agricultural lands including intensive agricultural areas comprised of high quality soils and irrigated lands and extensive agricultural areas with unique or significant dryland farming or grazing activities.
2. In essential agricultural areas, the County shall encourage the formation and retention of agricultural parcels of sufficient size to be maintained as a farmable unit. Farmable units are defined as the size of parcels a farmer would consider leasing or purchasing for different agricultural purposes as follows:
 - 160-acre minimum parcel size for non-irrigated lands.
 - 80-acre minimum parcel size for irrigated lands.
 - 40-acre minimum parcel size where "highly productive" irrigated parcels are demonstrated to exist.
3. Urban development shall be confined to patterns which do not conflict with essential agricultural lands.
4. Rural and suburban development shall be confined to non-essential marginal agricultural lands with a low capability of agricultural production and in a manner which minimizes conflicts with surrounding agricultural activities.

5. Non-essential agricultural lands should be protected and retained in agricultural use until land conversion to non-agricultural uses becomes necessary.
6. Encourage consolidation of the fragmented pattern of agricultural preserves established under the Land Conservation Act and the retention of agricultural preserves in essential agricultural, watershed and marshland areas.
7. The County shall support changes in local, State and Federal taxing structures which promote the retention of agricultural parcels in agricultural use.
8. Agricultural practices shall be conducted in a manner which minimizes impacts to soils, air and water quality and marsh and wildlife habitat.
9. Lands Designated Intensive Agriculture or Extensive Agriculture.

(a) Within the "Intensive Agriculture" land use designation, the maximum permitted residential density is one dwelling unit per eighty (80) acres, except that if a landowner demonstrates that a particular parcel is capable of highly productive agricultural use such as orchard and vineyard lands, then a maximum permitted residential density of one dwelling unit per forty (40) acres may be applied. Within the "Extensive Agriculture" designation, the maximum permitted residential density is one dwelling unit per one hundred and sixty (160) acres. However, in non-essential agricultural areas which have limited viability for agricultural uses, a maximum permitted residential density of one dwelling unit per twenty (20) acres may be applied.

(b) Notwithstanding the preceding paragraph, one residence may be built on a lot of record existing as of January 1, 1984, designated "Agriculture" provided however that (i) the owner demonstrates compliance with all other applicable

County requirements, and (ii) before such exemption is granted, the lot has first been merged with contiguous parcels to the maximum extent possible consistent with State law.

10. Lands within the "Agriculture" designations as shown on the Land Use and Circulation Map adopted by the Board of Supervisors on December 19, 1980 as readopted and reaffirmed by the voters of Solano County in Proposition A in June, 1984, and as amended subsequently consistent with Proposition A, may be redesignated to a more intensive agricultural designation, or to a rural residential designation (with a maximum density of one unit per 2.5 to 10 acres) if and only if the Board of Supervisors makes each of the following findings:

- (a) That the approval will not constitute part of, or encourage, a piece-meal conversion of a larger agricultural area to residential or other non-agricultural uses, and will not alter the stability of land use patterns in the area;
- (b) That no land proposed for redesignation is prime agricultural land as defined pursuant to California Government Code Section 51202 (the California Land Conservation Act of 1965, also known as the Williamson Act);
- (c) That the subject land is unsuitable for agriculture due to terrain, adverse soil conditions, drainage, flooding, parcel size or other physical factors, such that it has no substantial market or rental value under the "Agriculture" designation;
- (d) That the use and density proposed are compatible with agricultural uses and will not interfere with accepted farming practices;
- (e) That the land is immediately adjacent to existing comparably developed areas and the applicant for the redesignation has

provided substantial evidence that the Fire District, School District, County Sheriff and County Transportation Department have adequate capacity to accommodate the development and provide it with adequate public services; and

- (f) That annexation to a city or incorporation is not appropriate or possible based on the following factors: nearby cities' designated sphere of influence boundaries, cities' general plan growth limits and projections, and comprehensive annexation plans.

All redesignations pursuant to this policy shall be limited to a maximum of 160 acres for any one landowner in any calendar year. Landowners with any unity of interest are considered one landowner for purposes of this limitation.

- 11. To comply with state law regarding the provision of low and very low income housing, as those terms are or may be defined by state law, lands within the "Agriculture" designations on the Land Use and Circulation Map may be changed to a residential designation. No more than 50 acres of land may be redesignated for this purpose in any calendar year. Such redesignation may be made only upon each of the following findings:

- (a) The findings stated in subparagraphs (e) and (f) in policy 10 above are met;
- (b) Use of the land redesignated under this policy will be limited to a low and very low income housing development, pursuant to a legally valid Housing Element of this General Plan;
- (c) There is no existing residentially designated land available for the low and very low income housing; and
- (d) The redesignation of lands, and construction of low and very low income housing on those lands, is required to comply with state law requirements for provision of such housing.

12. Lands within the "Agriculture" designations may be redesignated to "Park & Recreation" only for public recreation and public open space uses and only if the uses permitted by the new designation will not interfere with or be in conflict with agricultural operations.
13. Lands within the "Agriculture" designations may be redesignated to "Watershed" or "Marsh".

Watershed Lands

OBJECTIVE

Preserve and maintain watershed lands in agricultural and open space uses.

Existing Conditions

Watershed lands are comprised of hills and mountains located in the western portion of the County. These areas are comprised of Class VI, VII, and VIII soils and are currently in extensive agricultural use, primarily grazing. Their retention in extensive agricultural uses is supported by the presence of a number of hazardous characteristics including undevelopable, steep slope areas with high soil erosion potential and fire hazards and unstable soils. These areas also provide significant wildlife habitats and, as a result, are highly sensitive to physical change. In addition, these areas have a high potential for water quality degradation due to soil and slope conditions.

Watershed Land Use Proposals

The watershed designation has been applied to three areas of the County: the northern portion of the English Hills, the Vaca Mountains and Twin Sisters area comprising a total of 34,000 acres. This classification is designated to protect these significant watershed lands necessary for groundwater recharge, rangeland and potential recreation use and to protect the public health and safety by retaining in open space those lands where hazardous conditions exist such as high wildfire risk, unstable soils, and steep slopes. Land uses appropriate under this classification include light agricultural cattle grazing, as well as some non-intensive recreational uses compatible with watershed management. Large parcel sizes should be retained to prevent overdevelopment which could lead to the destruction of public and private property and to potential water quality degradation.

Policies

1. The County shall preserve and maintain its watershed areas which are characterized by slope instability, undevelopable steep slopes, high soil erodibility, extreme fire hazards and the lack of water and public services in extensive agricultural use.
2. Lands designated Watershed.
 - (a) Within the "Watershed" land use designation, the maximum permitted residential density is one dwelling unit per one hundred sixty (160) acres.
 - (b) Notwithstanding the preceding paragraph, one residence may be built on a lot of record existing as of January 1, 1984, designated "Watershed" provided however that (i) the owner demonstrates compliance with all other applicable County requirements, and (ii) before such exemption is granted, the lot has first been merged with contiguous parcels to the maximum extent possible consistent with state law.

Marsh and Wetland Habitat

OBJECTIVES

1. Preserve and enhance the quality and diversity of marsh aquatic and wildlife habitats.
2. Preserve and enhance the water resources available to Solano County, and protect significant waterways and their habitats.

Existing Conditions

The County has a number of significant marsh and wetland habitat areas. Two of the more significant areas include the Suisun Marsh and Napa Marsh. The Suisun Marsh is an 85,000 acre tidal marsh containing wildlife habitat of national importance. The marsh is protected under the State Suisun Marsh Preservation Act of 1977 which requires affected local governments to bring policies and regulations into conformity with the Act.

The Napa Marsh is also an important marsh area of state and national significance. The 6,300 acre area contains areas of bird habitat and wetlands. A portion of the area is part of the proposed San Pablo Bay National Wildlife Refuge.

The County also has important wetland and riparian areas along a number of its significant waterways. These include Putah Creek, Ulatitis Creek, the Sacramento River and Delta, Miner Slough, Prospect Slough, Lindsey-Hass-Barker Slough and the French Island area.

There are currently conflicts between general plan policies and spheres of influence which designate urban development in the marsh and wetland habitat areas. Also significant are problems of water quality degradation as a result of upstream development which add to the siltation and pollution of wetland areas. Surface runoff management plans have been adopted to address these problems.

Marsh and Wetland Habitat Land Use Proposals

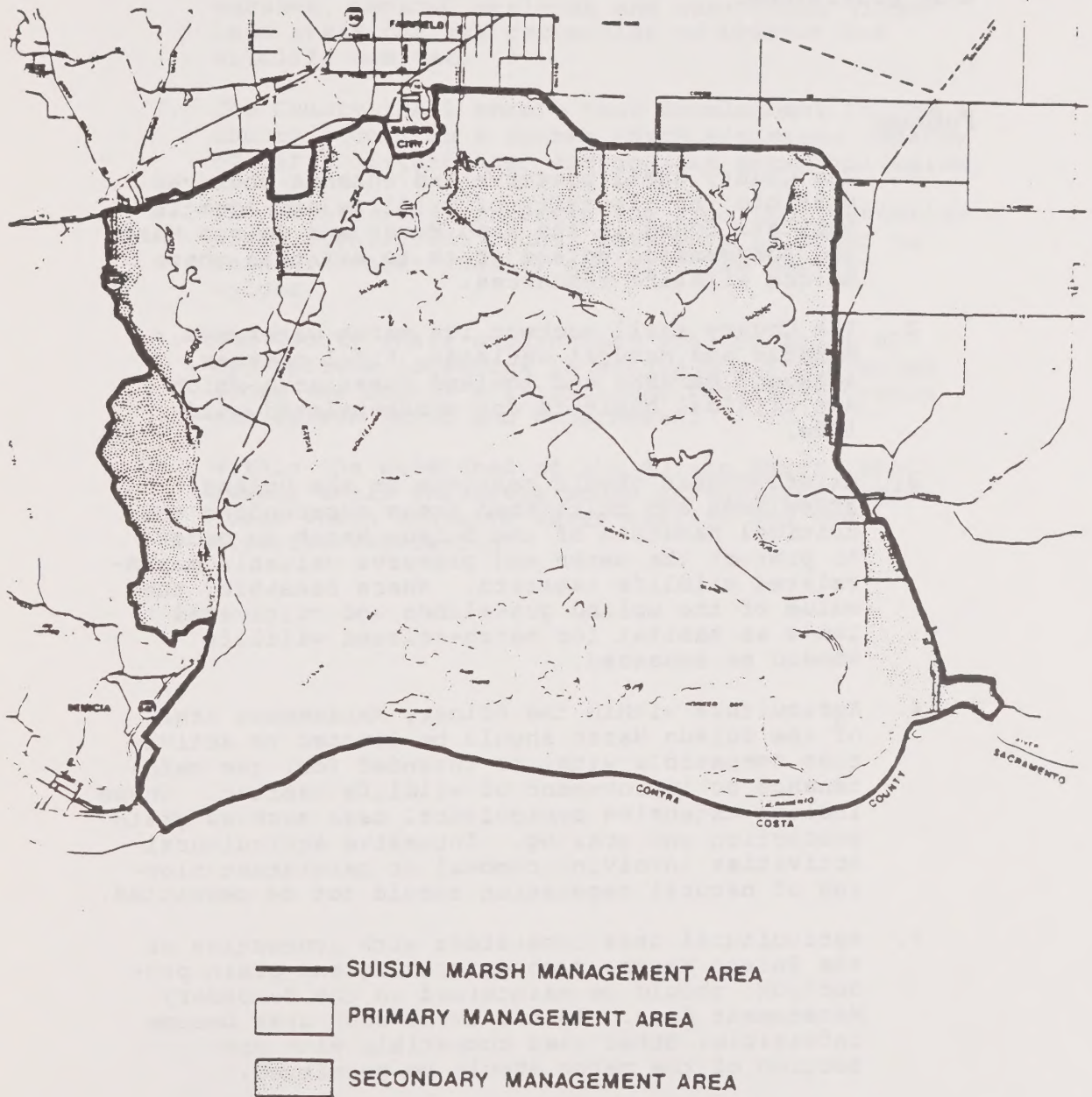
The marsh designation has been applied to the Suisun Marsh on the Land Use and Circulation Map. This designation is designed to preserve and enhance the quality and diversity of marsh habitats. Uses in marsh designated areas should be restricted to aquatic and wildlife habitat; marsh-oriented recreational uses; agricultural activities compatible with the marsh environment and which protect the habitat value of marsh areas; educational and scientific research opportunities and resources; and restoration of historic tidal wetlands by such actions as raising site elevations through placement of approved dredged sediments, breaching levees, and reintroducing tidal action.

The Primary Management Area as established in the Suisun Marsh Preservation Act of 1977, as shown in Figure 4, is designated marsh on the Land Use and Circulation Map. The area consists of tidal marshes, seasonal marshes, managed wetlands and lowland grasslands. It is the intent of the plan to retain this area in its existing marsh and related uses as provided for in the Suisun Marsh Local Protection Program. The Secondary Management Area established in the 1977 Act, as shown on Figure 4, is designated for extensive agricultural use on the Land Use and Circulation Map. This area consists of upland grasslands and agricultural lands and serves as a significant buffer to the wetland areas. The Secondary Management Area is designed to assure retention of upland areas adjacent to the marsh in uses compatible with its protection as provided for in the Suisun Marsh Local Protection Program.

In addition to the Suisun Marsh areas, there exist a number of important habitat areas including the Napa Marsh area and areas along the County's significant watercourses. The plan seeks to preserve the water quality and riparian habitat of these watercourses and marsh areas through the control of erosion, sedimentation and runoff resulting from adjacent use land development.

The County, pursuant to public hearing, shall implement zoning upon lands in the Suisun Marsh consistent with the General Plan to include the appropriate zoning contained in Chapter 28 of the Solano County Code (Zoning Regulations) including the Limited Agricultural and Marsh Preservation Districts.

Figure 4 - Suisun Marsh Management Area



The area west of I-680 and outside the boundaries of the City of Fairfield is excluded from the land use restrictions which the Act places upon the buffer, except for watercourse protection and erosion and sediment control provisions.

Policies

1. The County shall preserve and enhance wherever possible the diversity of wildlife and aquatic habitats found in the Napa Marsh and Suisun Marsh and surrounding upland areas to maintain these unique wildlife resources.
2. The County shall protect its marsh waterways, managed and natural wetlands, tidal marshes, seasonal marshes and lowland grasslands which are critical habitats for marsh-related wildlife.
3. Existing uses should continue in the upland grasslands and cultivated areas surrounding the critical habitats of the Suisun Marsh in order to protect the marsh and preserve valuable marsh-related wildlife habitats. Where feasible, the value of the upland grasslands and cultivated lands as habitat for marsh-related wildlife should be enhanced.
4. Agriculture within the Primary Management Area of the Suisun Marsh should be limited to activities compatible with, or intended for, the maintenance or improvement of wildlife habitat. These include extensive agricultural uses such as grain production and grazing. Intensive agricultural activities involving removal or persistent plowing of natural vegetation should not be permitted.
5. Agricultural uses consistent with protection of the Suisun Marsh, such as grazing and grain production, should be maintained in the Secondary Management Area. In the event such uses become infeasible, other uses compatible with protection of the marsh should be permitted.

6. In marsh areas, the County shall encourage the formation and retention of parcels of sufficient size to preserve valuable tidal marshes, seasonal marshes, managed wetlands and contiguous grassland areas for the protection of aquatic and wildlife habitat.
7. The County shall ensure that development in the County occurs in a manner which minimizes impacts of earth disturbance, erosion and water pollution.
8. The County shall preserve the riparian vegetation along significant County waterways in order to maintain water quality and wildlife habitat values.
9. The County shall ensure that public access at appropriate locations is provided and protected along the County's significant waterways within the Suisun Marsh and Napa Marsh.
10. Within the watershed of the Suisun Marsh, the County shall encourage sound agricultural practices which conserve water quality and the riparian vegetation.

Resource Conservation

OBJECTIVES

1. Provide for managed production of Solano County's mineral resources in a manner which does not adversely affect the environment and is compatible with surrounding land use.
2. Protect and preserve the County's significant historical and archaeological resources.
3. Protect and preserve the County's visual corridors and significant scenic features by encouraging their retention in open space uses.
4. Encourage measures which seek to maintain and/or improve the County's water and air quality while still providing for economic development within the County.

As set forth in the Resource Conservation and Open Space Element, the County has a number of unique and significant natural and environmental resources, including minerals, fish and wildlife habitat, notable land forms and scenic features and significant historical features.

The policies and land use designations of this plan reinforce those policies and proposals of the Resource Conservation and Open Space Element in protecting the County's significant natural and environmental resources.

Mineral Resources

The County has a number of significant mineral resources including natural gas, sand, gravel, rock and other fill material and sandstone. The U.S. Geologic Survey has mapped mineral resources in the San Francisco Bay Area.

While the mapping is generalized, significant mineral resources have been identified in Solano County. Significant resources currently being used include clay and gas in the Suisun Marsh and eastern County area, salines in the Napa Marsh area, sand and crushed gravel and broken stone, dimension stone and ornamental stone in the Vallejo-Benicia Hills area, Potrero Hills and Wolfskill and Putah Creek area. The County's gas resources are likely to be seriously depleted within the next twenty years. Mercury deposits are present in the Vallejo-Benicia Hills area and pumice deposits in the Vallejo-Benicia Hills and Twin Sisters area. Mercury deposits could potentially be developed as the price of mercury rises. The County also has deposits of chromite, expansible shale, gemstones, and limestone and shells. The state geologist is required under the State Surface Mining and Reclamation Act of 1975 to designate mineral deposits of regional or of state wide significance. Upon identification in Solano County of significant resource areas by the state, the General Plan shall be amended to include these designated areas. Areas with significant mineral resources including areas with established mineral extraction operations should be protected from the encroachment of conflicting land uses. The development of these resources should be undertaken in a manner which protects surrounding uses and the environment from adverse impacts. Mined lands should be restored to a use compatible with surrounding land uses.

Policies

1. The County shall preserve, for future use, areas with significant mineral resources by preventing residential, commercial and industrial development which would be incompatible with proper mining practices.
2. The County shall ensure that mineral extraction operations are performed in a manner that is compatible with surrounding land uses, does not adversely affect the environment and at the end of such operations, the site is restored to a use compatible with surrounding land uses.

Historical and Archaeological Features

A number of studies have been undertaken recently to identify significant historical features within the County. These include studies undertaken in the Vallejo area by the City of Vallejo and in the Central Solano County Area by the Central Solano County Cultural Heritage Commission. Under a State grant a study is currently underway to identify important historical features in the northern Solano County area.

Solano County is also considered to be a rich archaeological area. While archaeologically sensitive areas have been identified, investigation identifying specific sites has been limited.

Policies

1. The County shall identify and preserve its significant historical structures and features.
2. The County shall establish a mechanism for the identification, review and protection of significant archaeological sites.

Visual Corridors

Within recent years, the County has seen rapid urban expansion along the I-80 and I-780 transportation corridors. A continuation of this expansion could ultimately lead to the merging of a number of urban communities. The County has a number of visual corridors of open space which act as community buffers. These provide natural barriers between communities which help form and protect the individual character and identity of each community.

The County's significant visual corridors include the following:

The Vallejo-Benicia Hills and valley area along I-780 between Vallejo and Benicia.

This area is comprised of the Benicia State Park and open space corridor located between the two cities.

The Vallejo-Benicia Hills area along I-80 between Vallejo and Cordelia and along I-680 between Benicia and Cordelia.

These hills provide a natural barrier between these three communities. This extensive agricultural area is presently used for grazing. In addition, the area has a number of significant hazards including high grassfire risk, unstable soils highly susceptible to landsliding and earthquake hazards. These hazards make development difficult. A portion of this area is also within the Secondary Marsh Management Area. The plan retains this area in extensive agricultural use.

Suisun Valley area along I-80 between Cordelia and Fairfield.

This intensive agricultural area is comprised of high quality soils and is a valuable agricultural resource. It is presently used for orchard production and acts as a natural separator between the Fairfield and the Cordelia growth centers. The plan retains this area in intensive agricultural use.

Lagoon Valley, Paradise Valley and Cement Hill area between Fairfield and Vacaville.

This area provides a natural backdrop and separator between these two communities. The Lagoon Valley area is primarily in intensive agricultural use with some limited commercial activity. It is also the site of Lagoon Valley Park. The hills surrounding Lagoon Valley, including Cement Hill, are in extensive agricultural use. The Paradise Valley area is presently in an intensive agri-

cultural use. This area is separated from the City of Fairfield by low lying hills and the Putah South Canal.

The plan retains the Lagoon Valley area in intensive agricultural and park uses. The surrounding hills of Lagoon Valley are designated extensive agriculture including the hills separating Lagoon Valley and Paradise Valley.

The Dixon Ridge area along I-80 between Vacaville, Dixon and Davis.

The Dixon Ridge area comprises a large portion of the County's prime intensive agricultural area. The Vaca Mountains and English Hills provide a visual backdrop to this area. The plan retains the area around Dixon between Vacaville and Davis in intensive agricultural use.

Policies

1. The County shall make special efforts to encourage and assist cities in maintaining their community identities by retaining existing visual corridors and establishing community buffers.
2. The County shall protect and maintain visual corridors and community buffers in appropriate open space uses.

Water Quality

Water quality can be impacted by land use decisions and development in two principal ways. First, water quality degradation can occur from pollutants originating from "point sources" such as industrial or urban wastes concentrated at specific locations. Past efforts to control water pollution have generally focused on point sources which are regulated through State and Federal agencies.

Second, water pollution can occur from "non-point sources" of which surface runoff is a principal contributor.

Pollutants are washed across the surface of the land into rivers, lakes and other water bodies. These surface runoff pollutants and problems can include the following: (1) siltation and turbidity resulting from erosion of soil and other materials from the natural landscape and construction projects, (2) contamination of aquatic life and elimination of recreational uses due to bacterial contamination from faulty septic tank leach fields or pet and farm animal wastes, (3) unsightly appearance of waters caused by the presence of oil, grease, paints and other liquids, (4) low concentration of dissolved oxygen, harmful to aquatic life, caused by the addition of natural organic material like leaves and grass, fertilizers from both farm and home use and industrial runoff.

The County has adopted surface runoff management plans for both north and south County areas. These plans identify and evaluate existing and future surface runoff problems and recommend appropriate control measures and procedures for evaluating their effectiveness.

Policies

1. The County shall ensure that land use activities and development occur in a manner which minimizes the impact of earth disturbance, erosion and potential surface runoff pollutants on water quality.
2. The County shall preserve the riparian vegetation along significant County waterways in order to maintain water quality.

Air Quality

The impact of land use decisions on air quality can be significant. Land use decisions and development policies affect air quality through the types of uses allowed in a particular area (stationary sources) and the travel time and distances between land uses (mobile sources). Pollution from stationary sources is regulated by regional air quality control boards through a permit process; however, mobile sources of pollution can be impacted by local decisions as to the location and distribution of particular land uses.

Development patterns are proposed which seek to reduce energy costs and minimize impacts on air quality. Urban development has been focused into several urban centers which have mutually supporting residential communities, commercial centers and employment bases. By encouraging compact urban centers, as opposed to scatter development throughout the County, travel time and distances between land uses are reduced thus reducing the impact of mobile sources on the County air quality.

Policy

Development patterns and balanced urban growth shall be encouraged which minimize travel times and distances and their impacts on the County's air quality and energy consumption.

CHAPTER IV RECREATION LAND USE

OBJECTIVE

CHAPTER IV RECREATION LAND USE

GOAL

Maintain and enhance the environmental quality of Solano County by managing and preserving its diverse natural resources for the use and enrichment of the lives of present and future generations.

OBJECTIVE

Provide adequate and diversified recreational opportunities and facilities to meet the demands of an expanding population.

Existing Conditions

Solano County has a wide variety of recreational areas and facilities available to its residents. Recreational opportunities vary in character from active pursuits such as horseback riding, water-skiing, swimming and hunting to passive activities such as bird watching and scenic enjoyment. Recreational opportunities are provided through local, state and federal public facilities as well as private facilities.

The County provides primarily park and natural resource oriented recreational opportunities. It has established a regional park system including Lake Solano Park, Sandy Beach Park, and Lagoon Valley park, currently under construction. In addition, the County has a number of natural resource areas which provide unique recreational opportunities. These include the Putah Creek area, the Sacramento River and Delta area, the Suisun Marsh, the Napa Marsh and the Vallejo watershed lands areas.

The cities and park and recreation districts, on the other hand, have traditionally provided urban recreational activities and facilities, such as neighborhood and community parks, and organized recreational activities and programs. Significant urban community parks within the County include Dan Foley Park and Blue Rock Springs Park in Vallejo, Allen Witt Park in Fairfield, Todd Park in Suisun City, Andrews Park in Vacaville and Hall Memorial Park in Dixon.

Recreation Land Use Proposals

The County's principal recreation role is to provide for a system of regional recreational opportunities and facilities to serve the needs of Solano County citizens. This role includes the development of a park system of countywide significance and preserving significant

County natural resource areas with unique recreational opportunities. These include sites which are or may be developed by state agencies, the County, cities, districts and private individuals.

MAJOR RECREATIONAL AREAS

The Land Use and Circulation Map designates a number of sites for parks and recreation use. These include both State and County park areas, major city/district community parks, private recreational areas currently developed, as well as, sites acquired but currently undeveloped. A number of proposed sites for future recreational development have also been designated. The following is a brief description of each designated site and its planned uses.

BENICIA STATE RECREATION AREA

The Benicia State Recreation Area comprised of 367 acres, is located in the City of Benicia and is managed by the State Department of Parks and Recreation. Activities include picnicking, hiking, and fishing. The park designation in this area also includes the City of Vallejo and City of Benicia community buffer extending to the north and the Dillon Point area and area east along the Carquinez Strait. The Dillon Point area has been acquired jointly by the County and the State and is a proposed park site to be turned over to the State for maintenance and development as part of the Benicia State Recreation Area expansion. The Glen Cove Marina is also located in the designated area.

LAKE SOLANO PARK

This regional park, located on Pleasants Valley Road along Putah Creek, is 245 acres and is managed by the Solano County Parks Department. Activities include camping, picnicking, fishing and swimming.

LAGOON VALLEY PARK

This designation includes the Lagoon Valley Park, a County regional park located along I-80 and Lagoon Valley Road. The park, 338 acres, is being developed jointly by the County and the City of Vacaville. Proposed activities include beach and swimming areas, boating, picnicking, fishing and camping. The designation also encompasses the area between the park site and I-80 including the glider port, existing commercial establishments and Pena Adobe. This area is intended to provide necessary services and facilities to support proposed activities of the Lagoon Valley Park.

SANDY BEACH PARK

This County regional park, located south of the City of Rio Vista along the Sacramento River, is managed by the Solano County Parks Department. Activities include boating, fishing, swimming and sunbathing.

ROCKVILLE HILLS PARK

The City of Fairfield proposes to develop a 385 acre park of regional significance located southwest of Rockville and Suisun Valley Roads. Proposed facilities include an eighteen hole golf course, conference center, youth hostel, amphitheater, swimming lagoon, animal farm,

garden center, camping facilities, picnicking facilities, arboretum and riding and hiking trails.

TWIN SISTERS PARK

This future possible park site is located on Twin Sisters Road surrounding the City of Suisun Reservoir. Potential activities include swimming, fishing, trail hiking, riding, picnicking and camping. A private recreation area is located in the vicinity on Twin Sisters Road. The potential exists for connecting the park site to the City of Vallejo lands to the west through a trail system. Development of the site is constrained by limited access.

NELSON HILL

A portion of Nelson Hill, currently used as a quarry, is designated for a possible system of trails and overlooks to retain its scenic quality and offer broad views of the Suisun Marsh and surrounding landscape.

NOONAN RESERVOIR

The 330 acre site, located 2 miles south of Jepson Road between Peabody and Vanden Roads, is the proposed terminus of the West Sacramento Canal project. Development of this site is dependent upon construction of the canal.

WILDLIFE INTERPRETIVE CENTER

A State or local facility is to be developed as part of the Hill Slough Wildlife Area located at Hill Slough and Grizzly Island Road in the Suisun Marsh.

BELDON'S LANDING

This is a potential site for public and private recreation development in the Suisun Marsh.

GUM GROVE AREA

This area is located east of Interstate 505 and north of Midway Road. Two private parks are located in the area providing recreational vehicle parking, camping, and picnic facilities.

GOLF COURSES

A number of golf courses are located in the County. Travis Golf Course is located east of Vacaville on Meridian Road and is operated for Air Force personnel. Green Tree Golf Course is located in the City of Vacaville on Leisure Town Road. The Green Valley Golf Course is part of a privately operated County Club located on Green Valley Road north of Rockville Road. The City of Vallejo operates three municipal golf courses, the Lake Chabot course south of State Route 37, a course at Blue Rock Springs Park on Columbus Parkway and a course at the Solano County Fairgrounds. In addition, the U.S. Navy operates a course at Mare Island. A course is proposed for development as part of the City of Fairfield's Rockville Hills Park in the Cordelia area.

CALIFORNIA RAILROAD MUSEUM

This privately operated museum is located on State Highway 12 adjacent to the Sacramento Northern Rail line.

Policies

1. The County's principal role for recreation development shall be to provide for regional facilities designed to serve all the citizens of Solano County.
2. The County shall preserve and protect possible future park sites and recreational areas from uses which are not compatible with their future development and use.
3. The County will engage in recreation development by planning, promotion and policy making, and will participate in the most appropriate fashion in the construction and operation of outdoor recreation facilities by State, regional, municipal, county, private and district recreation agencies. The agency designated to operate a given recreation facility will be chosen by considering:
 - (a) The origin of its users.
 - (b) The importance and significance of the offered opportunities.
 - (c) The financial capacity of the agency.
 - (d) The extent to which private enterprise can play a part.
4. The County shall give priority to recreational activities which are family oriented within an hour's drive of home, offering day use facilities and active and passive recreation for all age groups and having biking, boating and riding access to the County's outstanding scenic features.
5. The County will expend its available funds for acquisition first, then development afterwards, in order to realize the advantage of low land prices, which are not expected to be available very long.

6. The County will make the optimum use of public lands, wherever available for recreation.
7. The County will plan and, if feasible, jointly undertake with neighboring counties and other jurisdictions programs to secure inter-regional parks, other recreational opportunities, and Federal assistance for their development.
8. Recreational activities that could result in adverse impacts on agriculture and the environment of marsh and wetland habitat areas should not be permitted.

NATURAL RESOURCE RECREATIONAL AREAS

The County has a number of natural resource areas which provide significant recreational opportunities. While these areas are not specifically designated for recreational use on the Land Use and Circulation Map, they nonetheless offer important recreational opportunities. A brief description of each of the areas follows the general policies given below.

General Policies

1. The County should encourage the multiple use of land for recreational purposes consistent with policies to eliminate potential conflicts between the recreational uses and the primary planned use of the land.
2. The County shall preserve and enhance watersheds, canyons, creeks, lakes, and other scenic open space areas in appropriate open space uses.

PUTAH CREEK AREA

Putah Creek is located along the northern boundary of Solano County. The creek originates from Monticello Dam and Lake Berryessa located at the northwest corner of the County and flows east along the Solano-Yolo County boundary. Lake Solano Park is located east of Monticello Dam on Putah Creek. In addition to this Solano County Park facility, the County of Yolo maintains a number of day use facilities on the northern side of the creek. Picnicking, swimming and fishing are principal activities in this area. A portion of the creek has been set aside exclusively for fly fishing. The area is also adjacent to the Lake Berryessa recreation area in Napa County.

Policy

The County shall ensure continued recreational opportunities along Putah Creek through the protection of the creek from adverse impacts and the provision of access and facilities on public lands, where appropriate, jointly with Yolo County. Recreational use of Putah Creek shall be conducted in a manner which is compatible with surrounding land uses, and protects its continued use as a public water supply.

SACRAMENTO RIVER AND DELTA AREA

Southeastern Solano County borders on the Sacramento River and Delta. This resource encompasses a multi-jurisdictional area. This area provides unique opportunities for a number of water oriented active and passive recreational activities. Such activities include swimming, water-skiing, boat touring, picnicking, fishing, sunbathing, camping, and scenic enjoyment.

The planning and implementation of policies for the river and delta waterways is an inter-governmental responsibility involving Federal, State, and local agencies. In addition to Federal and State efforts, the five counties of the delta region, including Solano, have organized the Delta Advisory Planning Council which in 1976 produced the Delta Action Plan and Watercourse Use Program, a preliminary comprehensive resource plan and program for the Sacramento and San Joaquin Delta.

In addition to the County's Sandy Beach Park, the Delta Action Plan identifies a number of areas of significant recreational and scenic value including:

1. Prospect Slough - located west of the Sacramento deep water channel in the Yolo bypass. The area is comprised of riparian and upland island habitats and an emerging marsh area and may be the most impressive waterway vista in the delta for river touring.
2. Lindsey-Haas-Barker Sloughs - channel tidal islands with many of the levees having riparian vegetation.
3. Sacramento River Bluffs - the Montezuma Hills between Rio Vista and Collinsville provide a unique scenic backdrop to the river with natural vegetation and unusual delta geology.
4. State Route 84 Ryer Island - the roadway from the Yolo County boundary along the Ryer Island levee road to Rio Vista provides a unique touring corridor with splendid vistas of the river area.

A number of recreation oriented commercial uses also serve the area. These include the Dixon Boat Club, Hastings Island private recreational area, Five Points Marina, Snug Harbor Resort, Hidden Harbor Marina and Delta Marina.

Policies

1. Preserve the scenic quality of the Sacramento River and Delta area as a valuable element of the natural landscape and important scenic resource through compatible land uses.
2. Provision should be made for public and private recreation and access to the river and delta areas for such uses as fishing, boating, picnicking, hiking and nature study in a manner which is compatible with surrounding land uses.
3. The County shall support the policies and recommendations of the Delta Action Plan.

SUISUN MARSH AREA

The Suisun Marsh is an 85,000 acre natural recreational area of statewide significance. The area provides for a variety of recreational opportunities on both private and public lands. Duck hunting is the major recreational activity in the marsh, occurring from late October until January. Fishing accounts for nearly as much recreational use in the marsh as duck hunting. In addition, several other forms of recreation such as water sports, upland game hunting and wildlife observation are popular in the marsh.

The importance of the marsh as a recreational area can be seen in the amount of land which is given over to duck hunting. At present, private duck clubs comprise about 37,000 acres and account for about 41,000 waterfowl hunter days each year. An additional 10,000 acres of public land provide 15,000 hunter days per year.

The Land Use and Circulation Map indicates two planned recreational sites in the marsh. A wildlife interpretive center is planned to be developed near the

intersection of Hill Slough and Grizzly Island Road in conjunction with current State efforts to construct the Hill Slough Wildlife Area. Beldon's Landing is also indicated as a site for potential public or private recreational development.

In addition to the above mentioned intensely used recreational sites, a number of more passive recreational areas exist in the marsh. As indicated above, approximately 37,000 acres are devoted to private duck clubs and 10,000 acres to public hunting. Public hunting is accommodated on the 1,800 acre Joice Island and 8,600 acre Grizzly Island Waterfowl Management Area located in the central and southern portions of the marsh.

Passive recreational opportunities will also be provided at the following areas:

1. Hill Slough Wildlife Area - A 1,112 acre area extending along Grizzly Island Road from Hill Slough to State Route 12. Levee construction will return some lands to wetland status and provide public hiking trails.
2. Peytonia Slough Ecological Reserve - A 206-acre area directly south of the City of Suisun City open for public hiking, fishing and wildlife observation.

A number of recreation oriented commercial uses exist in and adjacent to the marsh. These uses which include Little Honker Bay Resort, Collinsville Fishing Resort, Pierce Harbor, Suisun Pacific Marina, Port of Suisun Marina and City of Benicia Marina are located on the edge of the marsh accessible to the general public. As the demand for recreation increases there may be a need for more such facilities or expansion of existing facilities.

Policies

1. Within the Suisun Marsh, provision should be made for public and private recreational development to allow for public recreation and access to the marsh for such uses as fishing,

hunting, boating, picnicking, hiking and nature study.

2. Recreational uses in the Suisun Marsh should be located on the outer portions near population centers and easily accessible from existing roads.
3. Recreational activities that could result in adverse impacts on the environment of the Suisun Marsh should not be permitted.

NAPA MARSH AREA

The Napa Marsh area is a natural resource area extending northward from San Pablo Bay in Solano County to the City of Napa in Napa County. Principal recreational activities include duck hunting and fishing. Other activities include boating along the Napa River and wildlife observation.

The U.S. National Wildlife Refuge is located along the edge of the Napa Marsh and San Pablo Bay. This wildlife area provides unique opportunities for wildlife observation. The Dutchman Slough area provides access to the marsh for wildlife observation and fishing.

Recreational facilities are also located along the Napa River in the City of Vallejo. These include Memorial Park, Marina Park and the proposed River Park located north of Tennessee Street and east of Wilson Avenue. The City of Vallejo Municipal Marina and a private marina are also located along the Napa River.

Policy

Within the Napa Marsh provisions should be made for public recreation and access to the marsh for such uses as fishing, hunting, picnicking, hiking and nature and wildlife study.

THE VALLEJO WATERSHED LANDS AREA

The Vallejo Watershed Lands Area is located between Green Valley and the Solano-Napa County boundaries in the County's watershed area. Lake Madigan and Lake Frey and surrounding lands are owned by the City of Vallejo and are used for the production of municipal water supplies. These lands along with the State owned property in Napa County have been proposed for development as either a State Park or a regional bi-county park. The basic purpose of a State or regional park would be to retain the natural character of the area.

Proposed activities would be designed to complement the natural character of the area.

Policy

Protect the City of Vallejo lands from adverse impacts and surrounding development as a potential future site for a unique regional recreation area.

RURAL RESIDENTIAL AREAS

Most of the County's residential areas are comprised of large lot single family rural residential developments varying in size from 2½ to 10 acre parcels. Many of the residents maintain stables for horses on their properties. However, due to existing development patterns, there is little opportunity for riding in rural residential areas except along shoulders of County roads.

In addition, although Solano County contains a large variety of recreational opportunities, presently there is no system of riding, hiking or bicycling trails to connect these attractions or to link attractions to

urban areas. The Transportation Plan and Circulation Element set forth policies and proposals for the establishment of a Countywide trail and bikeway system to connect parks, schools, historic sites and structures, activity centers, and to interface with trails and bikeways in adjacent counties.

Policies

1. In the County's large lot rural residential areas, recreational easements should be planned for development of horseback riding, hiking and bicycling trails.
2. Horseback riding, hiking and bicycling circulation systems should be designed to link scenic recreational areas with urban areas in a manner which does not conflict with contiguous uses.

CHAPTER V RESIDENTIAL LAND USE

OBJECTIVES

1. To provide information regarding the current status of residential land use in the city and to identify the areas which are suitable for residential development.
2. To provide information regarding the current status of residential land use in the city and to identify the areas which are suitable for residential development.
3. To provide information regarding the current status of residential land use in the city and to identify the areas which are suitable for residential development.
4. To provide information regarding the current status of residential land use in the city and to identify the areas which are suitable for residential development.

CHAPTER V RESIDENTIAL LAND USE

GOAL

Promote and ensure adequate housing in a satisfying environment for all citizens of Solano County.

OBJECTIVES

1. Provide sufficient housing jointly with the cities to meet Solano County's projected housing needs.
2. Provide phased residential development consistent with economic and social needs and environmental constraints.
3. Provide for primarily self-sufficient rural residential development in regard to water supply and sewage disposal requiring only minimal public facilities and services essential for health, safety and welfare.
4. Enhance and preserve the environmental quality of residential areas in the County.

Existing Conditions

In recent years Solano County's residential development has been primarily in the urban areas reflecting local policy encouraging new urban growth within the incorporated communities. As a result, residential development in the unincorporated areas has been limited to housing that is either agriculturally related or rural in character.

Residential development in the unincorporated area has been primarily self-sufficient single-family units with individual water and sewer service. Urban development, including high density single-family and multiple-family units have been built within urban areas having the necessary services and facilities to support more intense development.

Permanent mobilehomes are restricted to mobilehome parks where supporting services are available. Temporary mobilehomes are permitted in the unincorporated County as temporary farm labor or caretaker housing.

Previous County area plans designated approximately 17,000 acres for rural, suburban and estate residential development. This development has been accommodated predominately on parcel sizes varying from 2.5 to 10 acres. Rural residential development has occurred in the Olive School Lane area, English Hills area, Allendale area, Gibson Canyon area, Wolfskill and Midway Road areas, Maple Street area, Tolenas area, and Green Valley area. Some higher density suburban development has occurred in the unincorporated communities of Green Valley, Rockville Corners, Cordelia, Willotta Oaks and Elmira on parcels varying in size from 1/4 acre to 1 acre. Urban density, single family and multiple family development has also occurred in the Vallejo unincorporated area. Due to servicing constraints and Health Department regulations any future development at suburban and urban densities in the unincorporated County area will not be allowed.

The 1985 Solano County Housing Element has analyzed the future demand for residential property and found that at least 1300 dwelling units need to be built in the unincorporated County between 1989 and 1995. Since 1980 the County has permitted 825 units or an average of 103 units a year. Maintaining this average, the County will have permitted 1545 new dwelling units by 1995, more than enough to meet projected demand.

There are a number of environmental and fiscal constraints on residential development in the unincorporated County. The predominance of large lot rural residential zoning reflects the County's General Plan policies requiring unincorporated lands with urban General Plan designations to be annexed prior to their development. The County does not have the fiscal capability of providing extensive urban services needed to support urban development. County health regulations (Septic Tank Ordinance 888) enacted to meet the requirements of the California Regional Water Quality Board, limit residential development with on-site public water supply exists. With a public water system, minimum parcel size shall not be less than 2.5 acres.

The County does have some residential estate zoning with parcels varying from 1/4 to 1 acre lots mainly in the Green Valley, Rockville and Cordelia areas. Parcels created after February 1975 are required to meet County health regulations for minimum parcel sizes if on-site sewage systems are used regardless of zoning classifications.

There are a number of environmental constraints related to the protection of designated agricultural and open space lands and the protection of public health and safety from natural and human-induced hazards. These County policies are outlined in the Resource Conservation and Open Space Element, Health and Safety Element, Scenic Roadways Element, and Ordinance 1230. Some of the residential areas designated in the County General Plan conflict with Health and Safety and Resource Conservation and Open Space policies.

Residential Land Use Proposals

The County of Solano and its cities have a joint responsibility to ensure sufficient land is available to provide a wide range of housing types in order to accommodate projected demands for future residential development. In providing a wide range of living environments within the County, the County's residential role is to complement housing efforts of the cities rather than to compete with them. Most future residential development will continue to occur within the cities. Cities, unlike the County, have the capability of supplying major utility services, particularly water and sewer, and public services, such as police and fire protection, to support urban residential uses. Urban locations offer proximity to major transportation facilities, public services, and commercial and employment centers. Through compact urban development and proximity of residential units to activity centers, public service costs are minimized as well as a reduction in energy consumption and negative impacts on air quality.

The County has a limited residential role. First, there is a need to provide farm residences and farm labor housing in support of the agricultural industry. Second, the County recognizes the need to provide for a moderate amount of rural residential development. In providing for such development, it must be recognized that there are inefficiencies and potential adverse impacts of rural residential land uses on the County's other resources.

In providing for rural residential development, a number of steps have been taken to minimize these impacts. Rural development has been concentrated in two principal areas close to major urban areas. Proposed development has been located on nonessential agricultural lands in a manner that minimizes potential conflicts with surrounding agricultural uses. Rural development is intended to be primarily self-supporting requiring only minimal County services. Limited commercial development has been provided, to minimize necessary shopping trips to urban areas.

Residential development in the unincorporated County shall continue to be primarily single-family homes with rural densities. Urban density single-family and multiple-family units are confined to urban areas.

Permanent mobilehomes are restricted to mobilehome parks within city urban areas. Use of mobilehomes in the unincorporated County should be excluded, except for use for limited time periods as temporary structures, including farm labor quarters.

Table 6
Residential Population Holding Capacity,
Solano County Unincorporated Areas

Destination	Gross Acres	Average # of Households/ Gross Acre	Allowable Number of Households/ Gross Acre	Persons per Household	Population Holding Capacity
Rural 2½	2,778	.4	1,111	2.9	3,222
5	10,467	.2	2,093	2.9	6,071
10	181	.1	18	2.9	52
Suburban	551	1-4	803	2.9	2,416
Total	13,977		4,025		11,761

It is important that both rural and urban residential growth occur in an orderly manner through proper phasing of development to the construction, maintenance, and provision of necessary public facilities and services. Development shall not be permitted prematurely in areas reserved for future expansion. Development shall be consistent with the goals and policies of the General Plan and the Land Use and Circulation Map.

General Policies

1. The County shall seek to achieve coordination of housing goals, objectives, policies and plans between the County and the cities.
2. The unincorporated County's principal housing role shall be to accommodate future residential development which constitutes an accessory use to agriculture (farm residence and farm labor quarters) and a moderate amount of rural residential development.
3. The cities' principal housing role shall be to provide low to high density urban residential development requiring the provision of urban services.
4. Housing units in the unincorporated County shall consist primarily of single family homes including manufactured dwellings certified under the National Mobile Home Construction and Safety Standard Act and meeting minimum County architectural and development standards.
5. Multi-family housing units in the unincorporated County shall be located in those areas best equipped to provide the level of services necessary to support such developments.
6. Mobilehomes may be used in the unincorporated County as temporary structures for short term purposes including farm labor and caretaker housing.
7. Residential development shall be located only in designated areas on non-essential agricultural lands without health and safety hazards. Residential development shall not conflict with surrounding agricultural activities.

AGRICULTURALLY RELATED HOUSING

It is the intent of this plan to direct future growth and development in a manner which best preserves the County's essential agricultural lands, including both intensive agricultural areas and significant extensive agricultural areas. To protect these lands, the plan proposes to retain essential agricultural lands in farmable parcel sizes and to prevent the breakdown of agricultural lands into smaller parcels for residential purposes. However, the plan recognizes the need to make provisions for farm residences and necessary residences for farm labor housing for the continued operation of the agricultural enterprise.

Policy

The County shall make adequate provision for farm residents including the establishment of migrant farm labor camps and farm labor housing within exclusive agricultural areas.

RURAL RESIDENTIAL

The rural residential designation is applied to areas generally beyond the planned urban growth areas of cities. This designation has been restricted to non-essential agricultural lands to provide for single-family units in areas where amenities for rural living and privacy exist. This designation has not been applied to lands with extreme wildfire, landslide and/or flood hazards. It is the intent that only minimal public facilities and services essential to protect the public health, safety and welfare will be provided to support this use.

Three density classifications provided for in the rural residential classifications are:

Rural Residential	1 unit per 10	acres
Rural Residential	1 unit per 5	acres
Rural Residential	1 unit per 2.5	acres

The one unit per ten acres and one unit per five acres designations are applied to areas where homesite are to be served by individual private wells or treatment systems and septic tank systems. In areas with marginal or inadequate water supplies for domestic use public water service may be provided. The one unit per 2.5 acres classification applies to those marginal or inadequate water supply areas with public water supplies and private septic tank systems.

The 1 unit per 10 acres designation is intended to buffer higher density rural residential development and the County's essential agricultural lands. In areas where a planned unit development (PUD) designation has been applied, development proposals should be comprehensively planned and developed under the County's Policy Plan Overlay (PP) District process. This approach allows flexibility in building sites, mixtures of land use, usable open space and the preservation of significant natural features.

Rural residential development has been confined to two principal regions: the Vacaville area and the Green Valley-Rockville Corners area. Designations for rural residential development in the Vacaville area include Olive School Lane, English Hills, Allendale, Arroyo Trails, Midway Road, Maple Street, Gibson Canyon and Mix Canyon/Pleasants Valley Road areas. Further development should be restricted in areas with significant health and safety hazards. Designated areas for rural residential development in the Green Valley-Rockville Road area include areas west, north and east of Green Valley; and the area along Rockville Road between Green Valley and Suisun Valley; and a small area south of Rockville Road.

Designated areas for rural residential development in the Green Valley-Rockville Road area include areas west, north and east of Green Valley; and the area along Rockville Road between Green Valley and Suisun Valley; and a small area south of Rockville Road. In the area south of the Green Valley community, the rural residential designation along Green Valley Road shall not extend west of Green Valley Creek, nor east of Green Valley Road, nor south of the intersection with De Leu Drive.

Table 7 shows acreage, number of housing units and population holding capacities for areas designated rural residential.

Table 7
Rural Residential Holding Capacity

Area	Designation	Total Acres Designated	Allowable Number of Housing Units	Population Holding Capacity
Green Valley - Rockville Area	1 unit/5 acres	351	70	203
	1 unit/2½ acres	2,264	906	2,627
Tolenas	1 unit/2½ acres	514	205	595
English Hills - Allendale Area	1 unit/5 acres	5,906	1,181	3,429
Arroyo Trails Area	1 unit/10 acres	181	18	52
	1 unit/5 acres	330	66	191
Olive School	1 unit/5 acres	826	165	479
Gibson Canyon	1 unit/5 acres	1,119	224	650
Pleasants Valley	1 unit/5 acres	219	44	127
Midway-Leisure Town Road Area	1 unit/5 acres	1,074	215	624
Maple Street Area	1 unit/5 acres	642	128	371
Total		13,426	3,222	9,348

Projects and proposals within these land use designations should be carefully reviewed with respect to their impacts on public facilities and services and the County's ability to provide these services. The cumulative impacts, both on-site and off-site, of proposed development on existing rural communities and surrounding agricultural and open space lands shall also be carefully reviewed. Potential impacts on the County's circulation system, road capacity, County sheriff and fire services, and school districts should be included, as well as environmental impacts from development and agricultural use conflicts.

Development within rural residential communities should proceed in an orderly manner giving first priority to the infill of existing rural residential communities and the development of currently zoned lands. Second priority should be given to areas designated on the Land Use and Circulation map but not currently zoned or developed. Lands designated for rural residential development should be substantially developed before consideration is given to establishing new areas for development. Development shall be phased to the County's Capital Improvement Program to ensure adequate infrastructure services and facilities are available as development occurs.

Policies

1. Rural residential development shall be located in areas outside of city urban growth lines.
2. Rural residential development within the unincorporated County shall be accommodated on 2.5 to 10 acre building sites.
3. Rural residential development in areas without public water systems shall occur on minimum building sites of 5 acres or larger.
4. Rural residential development in areas with public water systems shall occur on minimum building sites of 2.5 acres or larger.
5. Clustering of development meeting overall density standards shall be applied in the unincorporated areas when necessary to preserve open space and environmental quality, to provide for the efficient delivery of services and utilities, and to mitigate potential health and safety hazards.
6. The County shall provide for rural residential development in an orderly manner within the timeframe of the General Plan and the goals and objectives of the County Capital Improvement Program.
7. The County shall phase future residential development giving first priority to those undeveloped areas zoned and designated for rural residential use and where rural residential development has already been established; second priority to undeveloped areas designated but not zoned for rural residential use and where rural residential development has already been established; and third priority to those undeveloped areas designated for rural residential use.
8. The County shall seek to preserve the rural character, flavor and identity of its residential communities.

9. Where a planned unit development (PUD) designation has been applied on sites intended for rural residential development, development proposals for such sites shall be comprehensively planned and formulated utilizing the County's Policy Plan Overlay (PP) District process. The PUD designation shall permit a mixture of uses including rural residential or clustered residential where deemed desirable to preserve natural resources and to maximize open space.

SUBURBAN RESIDENTIAL

The suburban residential designation is applied to existing subdivisions located outside city urban growth areas where previous single-family residential development has occurred at higher densities than is currently allowed under County policy and regulations. It is not intended that the suburban designation be applied to areas where new or expanded residential development in the County is to occur but rather to preserve the character and quality of the existing suburban communities. The suburban designation is defined as follows:

Suburban Residential 1 to 4 units/gross acre

Suburban designations have been applied to the Green Valley floor area, the Willotta Oaks community and the Elmira community. In Green Valley, the southern boundary of the suburban designation shall be retained at its present location to prevent further intrusion of residential development into Green Valley agricultural areas. Table 8 shows acreage and holding capacity for the areas designated suburban.

Table 8
Suburban Residential Holding Capacity

Area	Designation	Total Acres Designated	Allowable Number of Housing Units	Population Holding Capacity
Green Valley	1-3 units/acre	470	591	1,714
Willotta Oaks	4 units/acre	38	70	203
Elmira	4 units/acre	43	172	499
Total		551	803	2,416

Policies

1. The County shall preserve the character and quality of its existing suburban residential communities.
2. Suburban residential areas shall not be further expanded into unincorporated areas.

URBAN RESIDENTIAL

Urban residential designations have been applied and confined to areas within city urban growth lines. These areas are intended to be annexed and developed ultimately by city jurisdictions which have the necessary services and facilities to support development at urban densities.

Urban residential designations include:¹

Low	2 - 7 units/per acre
Medium	8 - 15 units/per acre
High	16 - 25 units/per acre

Urban development includes single-family, multiple family and mobilehome parks. Development and expansion of urban residential areas should take place in an orderly manner which gives first priority to the infilling of existing urban areas and areas currently serviced with municipal services.

The Lemon Street and Home Acres communities in the Vallejo unincorporated area are designated for low density residential development. These areas are within the Vallejo urban area and are served by water and sewer. To date, a mix of urban and suburban development has occurred. As these areas are further developed and improved, they may consider becoming part of the City of Vallejo.

Policies

1. The County shall seek to achieve coordination between the County and the cities to ensure the proper location and timing of future residential development.
2. Residential development which requires the provision of urban services shall be municipal.

1. Urban density standards vary among city jurisdiction. See city general plans for specific standards.

CHAPTER VI COMMERCIAL LAND USE

GOAL

Develop a plan for the development of the area and provide for the use of the land in a way that is consistent with the goals and objectives of the community.

OBJECTIVES

1. Provide for the development of the area in a way that is consistent with the goals and objectives of the community.
2. Provide for the development of the area in a way that is consistent with the goals and objectives of the community.

CHAPTER VI

COMMERCIAL LAND USE

GOAL

Establish a strong diversified economic base and provide for a wide choice of employment opportunities in a pleasant working environment.

OBJECTIVES

1. Provide for adequate commercial development that is located in close proximity to the population to be served.
2. Provide for limited commercial activities within the unincorporated area to service primarily unincorporated community needs, as well as, limited highway service commercial facilities.

Existing Conditions

Commercial development in Solano County has been confined primarily to the County's urban areas with only limited commercial development occurring in the unincorporated area. Traditionally Solano County has provided opportunities for commercial development to serve unincorporated community neighborhoods, the highway traveler and limited services to support city and County commercial and industrial enterprises.

There are currently a number of neighborhood commercial areas in the County to serve the needs of local residents. Neighborhood commercial areas are widely dispersed and vary considerably as to size and the variety of services provided. Of the 49 acres designated for neighborhood commercial development, 8 acres have been developed with such uses.

The predominant type of commercial development in the unincorporated County area has been highway commercial uses. Areas planned to serve the highway traveler were located along Interstate 80 at each interchange between Cordelia and the Yolo County line. However, a number of these interchanges have no existing commercial uses. Of the 448 acres currently designated, only 94 acres have been developed. Most of the undeveloped interchanges are those with local roads which do not have the capacity or design conducive for major highway commercial development.

Commercial service development in the unincorporated area has been limited. Commercial service uses are intended to support primarily retail activities of other commercial and industrial uses. They are most frequently located adjacent to commercial and industrial areas or in close proximity to transportation facilities. These uses can conflict with residential and agricultural pursuits due to their operating characteristics. Consequently, commercial service uses have located in Solano County adjacent to urban industrial areas. While the unincorporated County area has 51 acres planned for commercial service uses, 132 acres are zoned for such use. However, only 28 acres have been developed with commercial service uses.

In the Peabody Road area, commercial service uses have developed in such a way that they are interspersed with various light manufacturing uses. It is the intent of the General Plan to allow a mixed commercial service - light industrial area to continue these mixed uses. In the Peabody Road area, 138 acres of the mixed uses with about 83 acres already developed.

The County currently does not have community commercial development and professional and administrative office development in the unincorporated area. The community commercial category includes central business districts or other major shopping areas which may serve an entire community or several communities. The professional and administrative office designation is intended to accommodate office uses and is frequently found on the fringe of business districts or adjacent to neighborhood or community commercial uses or public building sites. These classifications are located either within incorporated areas or proposed urbanized areas and would require the provision of urban services for development.

Commercial Land Use Proposals

It is the intent of this plan to ensure that sufficient lands are available in appropriate locations to accommodate projected demands for future commercial development. Most commercial development will continue to be provided within urbanized areas while future commercial development in the unincorporated area will be limited in nature.

The County's principal commercial role is one of providing limited commercial services for unincorporated residents and essential services for the freeway traveler. Major commercial centers including community commercial, commercial services, and professional and administrative offices, should be provided for in urban areas. Urban areas can best accommodate these uses because of the capability of supplying major utility and transportation facilities necessary to support more intensive commercial development and because they are in close proximity to labor supplies and population centers needed to support larger community establishments. Future commercial development in unincorporated rural communities should be developed in a manner which preserves the rural character of the community.

General Policies

1. The County's primary commercial role is to service unincorporated residents and the highway traveler

through appropriate neighborhood, highway and commercial service uses.

2. Community commercial, general commercial, commercial services, professional and administrative office development shall be located in the County's incorporated communities which provide maximum access to the public and where appropriate services and facilities can be provided to accommodate such development.
3. All commercial classifications should be clustered on sites convenient to the dispensing and receipt of goods and services with a minimum of conflicts with adjacent areas and uses. They should not take the "strip" form of development or be allowed to leapfrog along a given thoroughfare.
4. Commercial development shall be developed in a manner which achieves architectural and site design compatible with the rural character of the community and adopted County policies.

NEIGHBORHOOD COMMERCIAL

This classification is restricted to providing basic daily services--primarily the sale of convenience goods and personal services--to the local population of rural communities. The neighborhood commercial classification has been designated on the Land Use and Circulation Map in the Home Acres, Rockville Corners, Mankas Corners, Birds Landing and Elmira communities. These designations reflect the existing small commercial centers at these locations which have two or more commercial establishments. In the Rockville Corners, Mankas Corners, Birds Landing and Elmira communities it is the intent of the plan to retain the rural commercial character of these centers by restricting the location of large retail and service establishments which have the potential of attracting patrons outside the rural community from urban areas. The number and size of retail and service facilities at any given neighborhood commercial center should be limited based upon population and area of the community it is to serve.

In addition to the designated neighborhood commercial centers, there currently exist a number of small individual commercial establishments in non-designated areas. These establishments provide important services to the surrounding agricultural and rural communities. Some of these establishments are zoned for neighborhood commercial uses while others are not. For commercial establishments with existing neighborhood commercial zoning, it is the intent of the plan to recognize the existing zoned property and allow the continued use of the property under the zoning code provisions. It is not, however, the intent of the plan to allow the expansion of commercial uses beyond the existing zoned property. For commercial establishments without proper zoning, it is the intent of the plan to allow these non-conforming uses to continue and to allow normal maintenance and repairs in keeping with their current use. It is not the intent of the plan to allow the expansion or establishment of additional commercial uses at these sites.

Policies

1. Limited neighborhood commercial development in the County shall be provided in appropriate locations to serve residents in surrounding rural areas.
2. Uses permitted in neighborhood commercial classifications shall be restricted to those which are designed to provide basic goods and services to meet the needs of the immediate rural community.
3. Neighborhood commercial development shall be designed and situated in a manner which minimizes traffic congestion and adverse impacts on surrounding residential and agricultural uses.
4. The amount and extent of commercial development at any given neighborhood commercial center should be based upon the commercial needs of the population of the rural area to be served.

HIGHWAY COMMERCIAL

This classification is applied to areas contiguous to selected freeway interchanges to provide necessary retail activities to serve highway travelers. Highway commercial uses consist of automobile services and repair stations, hotes. motels, restaurants, refreshment stands, recreational vehicle parks, and similar uses which are required by those traveling through the County. A total of 76 acres is designated for highway commercial use consisting of 31 acres already developed and 45 acres available for future needs. Designations on the Land Use and Circulation Map have been concentrated primarily along I-80, I-505 and at interchanges with collectors and arterial roads which provide easy freeway exits and entrances and have sufficient capacity to accommodate the safe and efficient movement of vehicles. These designations provide ample opportunities to serve the traveling motorist while still protecting the integrity of the County's agricultural and open space areas.

In designating areas for highway commercial development, consideration was given to the need for a variety of parcel sizes, locations which are easily identified and accessible, the capacity of the interchange and local roads to accommodate highway commercial development, proximity to existing highway commercial development and highway commercial zoning, proximity to city highway commercial designations, and the protection of essential agricultural and open space areas from adverse impacts caused by significant commercial development. At County highway commercial designations, the number of uses permitted should be limited consistent with General Plan policies. Development should be confined to the immediate designated area. Uses should be encouraged which have minimal servicing needs and can be made compatible with surrounding agricultural activities.

Designations are located at the interchanges along I-80 at Pedrick Road north (3 acres); SR 113 (30 acres); West Dixon Avenue north (3 acres) and south (2 acres); Midway north (18 acres) and south (3 acres); Quinn Road (14 acres); and along I-505 at Midway (3 acres). The SR 113, Pitt School and West Dixon Avenue interchanges on I-80 are of significant importance to the City of Dixon since they represent the major entrances to the community. Future County development of these three interchanges shall be confined to the existing zoned lands.

Highway commercial uses contribute to the image of Solano County and, therefore, shall only be developed to the highest standards. Care must be taken in the planning and design of facilities so that agricultural lands are buffered from development and the developments are attractive in appearance and limited in area. Highway commercial uses are to be self-sufficient with respect to water and sewage disposal and they should substantially minimize the need for other public services such as police and fire. With these objectives in mind, all highway commercial development must be found consistent with a Corridor Design Plan to be prepared jointly by the County and affected cities. The Corridor Design Plan will contain overall site development standards regarding site coverage, extent of landscaping, minimum building setbacks, and location of paved parking areas plus interchange specific standards regarding access, building height, architecture, signing, landscape, materials and colors.

Policies

1. Highway Commercial designations shall be located along I-80 and I-505 at selected interchanges with collector and arterial County roadways which have the capacity and easy freeway access to accommodate efficient and safe movement of vehicles.
2. Highway commercial uses shall be those uses which serve the highway traveler.
3. Highway commercial use shall be developed in a manner which minimizes impacts to surrounding agricultural and open space areas and traffic on local County roads.
4. Development, redevelopment or subdivision of any property designated highway commercial shall only be permitted after highway commercial zoning has been secured and a County finding has been made that the development is consistent with the County's Corridor Design Plan. Property measuring four acres or more shall also be subject to planned unit development permit approval.

5. All highway commercial developments shall be conditioned with on-site and off-site circulation improvements to meet applicable County and State standards, and they shall be subject to a design review process to ensure high quality architecture, landscape, signing, materials and colors.
6. Development, redevelopment or subdivision of any highway commercial designated property which lies within an urban expansion area shall be conditioned with on-site and off-site circulation and drainage improvements to meet standards equal to those of the affected city and on-site city development standards regarding site coverage, extent of landscaping, minimum building setbacks and location of paved parking areas plus interchange specific standards regarding access, building height, architecture, signing, landscape materials and colors.
7. Until completion of the Corridor Design Plan, development, redevelopment or subdivision of any highway commercial designated property shall only be permitted after a Policy Plan Overlay District has been adopted providing for development of the interchange environs. The Policy Plan Overlay District will provide for development to the highest standard with respect to lot coverage, landscaping, building setback and location of paved parking.

COMMERCIAL SERVICE

This classification is applied to areas for service activities which require large land areas and easy access to major transportation facilities. Commercial service uses include retail and intermediary activities that serve specialized needs on a daily or less than daily basis. Commercial service uses on the Land Use and Circulation Map are located primarily in or adjacent to urbanized areas.

While commercial service is primarily an urban land use, some designated unincorporated areas have already developed with commercial service uses. In those areas designated for commercial service, but not currently developed, future development should be provided through annexation to the city. In those designated areas in the County where commercial services currently exist, any expansion or improvements to these existing uses should be developed in a manner which conforms to city policies.

In addition to the designated commercial areas, there currently exist a number of individual commercial service establishments in non-designated areas. Many of these provide supporting services to agricultural activities. Some of these establishments are zoned for commercial service uses while others are not. For commercial establishments with existing commercial service zoning, it is the intent of the plan to recognize the existing zoned property and allow the continued use of the property under the zoning code provisions. It is not, however, the intent of the plan to allow the expansion of commercial uses beyond the existing zoned property. For commercial establishments without proper zoning, it is the intent of the plan to allow these non-conforming uses to continue and to allow normal maintenance and repairs in keeping with their current use. It is not the intent of the plan to allow the expansion or establishment of additional uses at these sites.

Policies

1. Commercial service designations shall be located in close proximity to the primary retail or industrial consumers of these services.
2. Commercial service uses shall be located in a manner which provides easy access to major transportation facilities.
3. Commercial services shall be developed in a manner which minimizes adverse visual impacts.
4. Commercial service uses in the unincorporated area which conflict with adjacent agricultural or residential uses because of traffic, safety or noise shall not be allowed. Such uses shall locate in appropriate industrial parks or larger urban commercial centers where such conflicts can be minimized.

5. Commercial service designations in unincorporated areas shall be developed through city annexation. In designated areas where commercial service uses already exist in the County, future expansion should be provided in a manner which is consistent with the development policies of the neighboring jurisdictions.

BUSINESS AND ADMINISTRATIVE OFFICE

Business and administrative office uses include non-retail, business and professional offices including, but not limited to, medical offices, financial services, dental clinics, offices, and travel agencies. Although business and administrative office uses are primarily urban uses, there are areas in the County that meet the specific requirements for these uses. These requirements include being located in or adjacent to urbanized areas, access to utilities, and adequate roads.

Policies

1. Business and administrative office uses shall be located for maximum access to the public and where facilities and services are currently available to accommodate such use.
2. Development shall be designed in a manner that minimizes traffic congestion and adverse impacts on surrounding land uses.
3. Development shall be compatible with the existing architectural and site design character of the community.

COMMERCIAL SERVICE-LIGHT INDUSTRIAL

Approximately 138 acres at the intersection of Cement Hill and Peabody Roads are designated for mixed commercial or light industrial uses. This is an area where uses of a commercial service or light industrial nature have developed interspersed with one another. The area is characterized by uses that do not require the construction of large permanent structures and is, therefore, suitable for continued development which is intended to be temporary until annexation to a city occurs. The uses are located within the Fairfield Urban Growth Line where annexation is not expected to occur in the

foreseeable future. Development exists on 83 acres, with 55 acres vacant. New uses could be established and existing uses changed or expanded with use permit approval that would ensure compatibility with existing mixed use and provide for expiration of the permit and termination of the use upon annexation to protect the land use goals of the annexing city.

Policies

1. Commercial Service-Light Industrial uses are limited to a portion of the Peabody Road area within the urban growth line where there are similar established uses and where annexation is not expected to occur in the foreseeable future.
2. Commercial Service-Light Industrial uses are temporary in nature and are subject to the zoning requirement of an approved conditional use permit that terminates upon annexation.
3. The manner of development in a Commercial Service-Light Industrial designation will be generally consistent with the development policies of the adjacent municipality.

COMMERCIAL RECREATION

Approximately 120 waterfront acres at Collinsville have been designated for commercial recreation land uses. Construction of a marina and the development of complementary, water-related commercial facilities are permissible within this designation. Care must be taken to ensure that such uses are compatible with the primary activity of the waterfront - water dependent industry. The feasibility of such commercial recreation uses will significantly increase with the introduction of improved access provisions as proposed to serve waterfront industrial development. This area should provide a focus for public access to the water while preserving the Collinsville townsite.

Policy

Commercial recreation land uses should be reserved for small-scale, water-oriented development. In addition to a marina, specific uses permitted should include restaurants, commercial lodging, retail shops to serve recreational uses of the area, boat sales, a boat launching ramp, and facilities for boat construction and repair. Residential uses on previously platted parcels should be permissible, however, residential development should not foreclose potential commercial recreation uses and marina development.

CHAPTER VII INDUSTRIAL LAND USE

Industrial land use is a complex and dynamic process that involves the allocation of land for manufacturing, processing, and other industrial activities. This chapter explores the various factors influencing industrial land use, including economic, social, and environmental considerations.

OBJECTIVES

1. To understand the factors influencing industrial land use.
2. To identify the different types of industrial land use.
3. To analyze the impact of industrial land use on the environment and society.
4. To evaluate the effectiveness of industrial land use policies.

CHAPTER VII

INDUSTRIAL LAND USE

GOAL

Establish a strong diversified economic base and provide for a wide choice of employment opportunities in a pleasant working environment.

OBJECTIVES

1. Provide for diversified industrial development located in a manner which provides for the needs of industry while protecting surrounding uses and activities from adverse impacts.
2. Reserve and protect a sufficient quantity of well located lands jointly with the cities to meet projected future industrial needs.

3. Encourage industrial development primarily within city industrial parks where necessary supporting services and facilities can be provided with the County accommodating limited industrial development which is agriculturally related, water dependent, or has specific unique site requirements not feasible or available in the cities.

Existing Conditions

Most of the significant industrial development that has occurred in Solano County has located within established industrial parks. There are presently 15 established and 3 proposed industrial parks and with one exception, these are located within the cities. Between 1963 and 1979, approximately 1,500 acres of industrial park were developed. An additional 240 acres of industrial land were developed outside the parks during this time including Anheuser-Busch Brewery in Fairfield, industrial areas at Midway Road and I-80, and Elmira Road area between Nut Tree and Leisure Town Roads in Vacaville. This represents an industrial land development rate average of 108 acres per year between 1963 and 1979. However, between 1972 and 1978 the pace of industrial development in the County has been more rapid with an average of 224 acres each year.

To date there has been relatively limited industrial development within the unincorporated area. Agriculture represents the most significant industry with production valued at over 134 million dollars in 1979. Industrial development which has occurred has been primarily light industry to service agriculture and food processing facilities. Many of these uses have been allowed in the County's agricultural zones through the use permit process.

Future demand for industrial land at any given location is determined by a variety of factors including land costs, labor supply, wage rates and transportation costs, availability of services and governmental climate. A number of projections of future demand for industrial land have been made for Solano County. These include

projections by ABAG, Solano County Transportation Council and Sedway/Cooke. These projections are provided in Table 9.

The County's 1967 General Plan and subsequent area plans have designated over 27,400 acres of land for industrial use in the unincorporated area. Approximately 9,500 of these acres have been zoned for industry. However, only 1,023 acres are developed leaving over 26,366 acres of land set aside for future industrial use. The city industrial parks have an additional 7,500 acres available for future industrial development.

Based on the most optimistic projections for industrial development, 4,800 acres of industrial land will be needed for development by the year 2000. As previously stated, demand for industrial land in Solano County has been satisfied primarily through city industrial parks. It is anticipated this trend will continue in the future. The industrial parks have more than sufficient land to accommodate projected future industrial development. In addition, they are specifically designed to provide necessary supporting public utilities and services including water and sewer as well as easy access to major transportation facilities. Many of the environmental and governmental requirements have also been cleared with the approval of the park design which simplifies approval procedures for specific projects. All these factors help to make industrial parks especially attractive to prospective industries.

In addition, there are a number of developmental constraints in many of the areas designated for industrial uses within the County rural areas. Many of the designations are located in areas of prime agricultural soils. Development of these areas by heavy industrial uses may conflict with the surrounding agricultural uses. Some of the current designations are also located in areas with known fault traces. In addition, most of the unincorporated industrial designated areas have servicing constraints. Their use would require the development of on-site water supplies and sewage disposal systems though some sites potentially could be served by SID water.

Table 9
Projected Demand For Industrial Lands, Solano County

	1975 - 1985		1985 - 2000	
	Projected Demand for Industrial Use	Average Number of Acres per yr.	Projected Demand for Industrial Use	Average Number of Acres per yr.
ABAG Base Case 1	922 ¹	92	727 ¹	48
ABAG Base Case 2	841 ¹	84	535 ¹	36
Transportation Council	1988 ²	220 ²	2718	181
Sedway Cooke	1750 ³	250 ³	2835	189

1. Figures represent basic industries, i.e., manufacturing industries and other industries that export their products or provide them as suppliers to other regional industries.

2. 1976-1985.

3. 1978-1985.

Sources: Association of Bay Area Governments, Provisional Series 3 Projections, March 2, 1977.

Solano County Transportation Study: Goal Future Scenario Summary, May 1977.

Sedway/Cooke, Vacaville General Plan Revision Program Analysis of Future Land Requirements and Existing Land Use Policy, October 30, 1978.

Industrial Land Use Proposals

The County's primary industrial role is to protect the County's agricultural industry and provide for industrial development which has special locational requirements unavailable within cities. Industrial development, for the most part, will continue to occur within city industrial areas.

It is the County's position that cities are best equipped to accommodate and service industrial development because of their close proximity to major labor supplies; capability of supplying major utility services, particularly water and sewage facilities; and because they have designated sufficient lands to accommodate projected demand in appropriate areas near major transportation facilities. Therefore, the County's industrial role has been limited to protecting its significant agricultural industry and providing for industries with unique locational requirements which cannot be accommodated in city industrial areas. Uses include water dependent industrial development, agricultural industrial uses which require rural locations and industrial uses which, because of their nature, cannot be accommodated in city industrial areas for such reasons as land requirements, odor, noise and hazard problems.

General Policies

1. The County shall seek coordination of industrial goals, objectives, policies and plans between the County and the cities and special districts within the County.
2. Industrial development shall be encouraged in the cities which have the labor and necessary facilities and services to support most industrial development.

3. The County's principal industrial role shall be to provide for limited industrial development which has unique locational requirements.
4. Preserve and maintain the County's agricultural base recognizing that it is an industry which contributes significantly to the economy of the County.
5. Future industrial development shall be located and developed in a manner which protects the County's essential agricultural lands and does not conflict with adjacent and surrounding agricultural activities.
6. Industrial development in the unincorporated area shall be serviced through on-site water and sewer systems.
7. Industrial development shall meet County and State air and water quality standards.
8. Industrial development patterns shall be encouraged which minimize travel times and distances and their impacts on the County air quality.
9. Industrial development shall be located in a manner so as to avoid damage, destruction and degradation of environmental qualities of the Suisun Marsh or upland areas adjacent thereto.

LIMITED INDUSTRIAL

This classification is intended to accommodate industrial operations which are of a relatively low intensity and "clean" character. Such uses include those in which all operations are conducted within structures. They include large scale administrative facilities, scientific and research institutions, warehousing and distribution areas, specialized and light manufacturing and assembly operations all of a non-nuisance type. Development should be compatible with the concept of industrial parks with attractive structures, set back from property lines, landscaped sites, on-site parking and limited advertising.

Normally this classification is applied to areas which are located in close proximity to labor supplies; areas served or which can readily be served with urban services including water, sewer, gas and electricity; and areas with adequate access to major transportation facilities. All limited industrial designations are located within city urban areas, primarily city industrial parks. In those areas designated limited industrial and located in the unincorporated area, but not currently developed, future development should be provided through annexation to the city at the appropriate time. In those designated areas in the unincorporated County where limited industrial development currently exists, any future expansion should be developed in a manner which conforms to city policies.

Policies

1. Limited industrial development shall be located within city industrial parks which have the necessary facilities and services to support such development.
2. Limited industrial designations in the unincorporated areas shall be developed through city annexation. In areas where limited industrial development already exists, future expansion should be provided in a manner which is consistent with the development policies of the neighboring jurisdictions.

GENERAL INDUSTRIAL

This classification is designed to accommodate industries which are labor or traffic intensive, require large sites for both indoor and outdoor operations in a manner which will allow normal operation of almost all industries. Such operations include manufacturing, processing, disassembling and assembling and storage of products and materials. This classification is applied generally to areas with a

reasonable degree of isolation or buffered from residential and agricultural uses, with adequate accessibility to major transportation facilities and where necessary services can readily be provided.

It is the intent of the plan to encourage both limited and general industrial development within city industrial areas. However, a general industrial designation has been applied to an area north of Highway 12 along the Sacramento Northern Rail line. This designation reflects the existing industrial park and is intended to allow for its continued use and development. It is not the intent of the plan to expand industrial park uses beyond the existing industrial park. There are a number of individual industrial operations within the unincorporated County area which do not lend themselves to mapping and, therefore, are not shown on the Land Use and Circulation Map. These industrial uses are located in the area northeast and south of Dixon, Elmira area, Potrero Hills area and the area northwest of Rio Vista on State Route 12. It is the intent of the plan to recognize the existence and continuation of the existing industrial uses under their current general industrial zoning as being in conformance with the plan. MG-3 zoned sites contiguous to existing industrial uses and fronting on I-80 in the Dixon area are also deemed to be in conformity with the general plan. Additional industrial developments are not intended to be established beyond these areas except under the siting provisions which allow for unique industrial facilities.

The plan recognizes that circumstances may arise when a rural location is necessary to accommodate a unique industry which is found to be inappropriate in a city industrial area but whose location and development in the County is desirable and beneficial. The plan recognizes the need for flexibility in siting any potential unique industrial use and consequently, no specific site has been designated on the land use map. However, such uses should be restricted in number and confined to the extensive agricultural area in the central portion of the County north of Highway 12 in a manner which does not adversely impact agricultural land use.

In order to insure general plan and zoning consistency, uses allowed under the unique siting provisions will be rezoned to the General Manufacturing (M-G) District. Prior to such rezoning action, however, the Planning

Commission must make the following findings in order to determine that the industrial proposal is in conformity with the general plan:

1. Adverse impacts such as noise, fumes, or smells associated with the development are found to be unacceptable for locations within city industrial areas.
2. The development is located in a manner which protects the County's high quality agricultural soils and does not adversely affect or conflict with surrounding agricultural operations.
3. The development is located in a manner which protects significant environmental and natural resources including sites of specific scientific interest and areas of landscape rarity.
4. The development is located outside of areas posing potential health and safety hazards including airport safety zones and areas subject to seismic hazards.
5. The development will not create potential health and safety hazards to surrounding agricultural operations or neighboring cities including the transportation of significant amounts of hazardous materials through populated areas.
6. The development is self-sufficient with respect to water and sewer service and can easily be serviced with any necessary bulk gas and electric utilities.
7. Necessary public services are available and the cost of such services does not exceed the tax contribution of the development.
8. The development meets County and State air and water quality standards.
9. The development is located in a manner so that the transportation needs of the particular industry will not result in significant adverse impacts upon local County roads.

10. The development is non-labor intensive and will not have a demonstrable adverse effect on neighboring services and transportation facilities for employees.

Policies

1. The County shall encourage general industrial development in the cities which have the labor and necessary facilities and services to support most industrial development.
2. The County shall provide sites for general industrial developments found to be beneficial which have unique site requirements or are found to be inappropriate for city industrial areas.
3. Industrial development shall be located near major transportation facilities in a manner which minimizes impacts on local roads.

AGRICULTURAL RELATED INDUSTRIES

Many of the industrial uses currently existing in the unincorporated area have developed in agricultural areas outside areas designated for industrial use. While many of these uses require rural locations to service agricultural operations, others could be easily accommodated in city industrial areas. Only a limited amount of agriculturally related industrial uses should be allowed in areas designated for agricultural use. Such uses should be strictly limited to agricultural service uses, such as facilities for the storage or sale of products for commercial agriculture and corporation yards for the storage and maintenance of equipment which clearly demonstrate a need for rural locations to service agricultural uses. These uses, when necessary, should be developed in a manner which protects the County's high quality soils and does not adversely impact surrounding agricultural uses.

Policies

1. The County shall provide for a limited amount of agriculturally related industrial services which demonstrate the need for rural locations.
2. Agriculturally related industry should be located on sites which have limited capabilities for agricultural production

WATER DEPENDENT INDUSTRIAL

The water dependent industrial classification is specifically designed to accommodate industrial development along the Sacramento River as provided for in the Collinsville-Montezuma Hills Area Plan and Program. The Collinsville-Montezuma Hills area represents a unique County resource in that it is one of the few remaining undeveloped areas with deep water access in the Bay Area. Future development of this area will be governed by the specific policies and proposals of the Collinsville-Montezuma Hills Area Plan and Program.

Policies

1. The County shall provide for water-dependent industrial development as provided for under the specific policies and provisions of the Collinsville-Montezuma Hills Area Plan and Program.
2. Industrial development shall be located and developed in a manner which protects significant marshland and wetland habitats and the water quality of the area.
3. Wetland resources on portions of the Collinsville water-dependent industrial site may be enhanced or restored, provided that the viability of the site for water-related industrial development is preserved by retaining sufficient upland areas, rail access, water frontage and access corridors to the water.

CHAPTER VIII PUBLIC FACILITIES AND SERVICES

CHAPTER VIII PUBLIC FACILITIES AND SERVICES

OBJECTIVES

1. Provide for the development and efficient use of existing and future public facilities and services and plan for expansion and improvement of existing and services for the benefit of the community.
2. Develop and provide adequate public facilities and services that promote economic growth and development in the community.
3. Provide for the community facilities in the unincorporated area to serve unincorporated residents.

CHAPTER VIII PUBLIC FACILITIES AND SERVICES

GOAL

Obtain maximum benefit and efficient use of existing and future public facilities and services and provide opportunities for social and cultural activities and services for all residents of Solano County.

OBJECTIVES

1. Provide for development that is primarily self sufficient in regard to water supply and sewage disposal requiring only minimal public facilities and services essential for health, safety and welfare.
2. Design and provide necessary public facilities and services that promote rational land use in accord with the General Plan policies.
3. Provide limited community facilities in the unincorporated area to serve unincorporated residents.

Existing Conditions

Public facilities and services cover a wide range of public and quasi-public institutions and activities. Solano County provides for all residents a number of services traditional to county governments such as health, welfare and judicial services. The County recognizes its responsibilities to provide and maintain certain essential facilities and services necessary for maintaining a safe, satisfying living environment for its unincorporated rural residents. These include health, police and fire protection, and public facilities such as road and drainage improvements. The County government presently is not structured to provide the level of services and facilities accompanying more intensive urban development.

Historically, Solano County has taken the position that it should not provide urban services such as public sewer and water. Development was permitted if such services were provided by the cities or existing special districts. Much of the urban development around the City of Vallejo in the 1950's occurred in this manner with the City of Vallejo providing water service and the Vallejo Sanitation and Flood Control District providing sewer service. Most of this development subsequently was annexed to the City in the 1960's and 1970's. In addition the City of Vallejo has provided water service in Green Valley, Rockville, and Cordelia areas thus permitting development to occur at suburban densities.

Current County policy states 'what is urban should be municipal' meaning development requiring urban services should be located within the incorporated cities. This position was taken in the belief that cities can provide urban services more efficiently, and that the provision of some urban services could create a demand for other urban services for which the County could not provide. Consequently, cities have been allowed to extend services through annexation. In some cases this has led to the extension of services well beyond the urban core, bypassing vacant lands in the process. This has contributed to urban sprawl and discontinuous urban patterns.

In the past the County has allowed the provision of public water to support rural residential development in the unincorporated area. The City of Vallejo has provided water service to rural residential development in the Green Valley area. The Solano Irrigation District (SID) has also provided domestic water for rural residential development through the use of onsite treatment systems in the Gibson Canyon area and the Cement Hill treatment plant for the Tolenas area.

While existing agencies have been allowed to provide domestic water in particular cases, the County previously has not allowed or encouraged the formation of special districts to provide urban services in the unincorporated area. Special service districts were established in the County to provide County-wide services or to support the agricultural community. These include Solano Irrigation District, Maine Prairie Water District, Reclamation Districts, Fire Districts, Solano County Flood Control and Water Conservation District, Solano County Mosquito Abatement District, the Suisun Resource Conservation District, and Dixon Resource Conservation District. Since 1988 the County has allowed public water service in specific areas in the unincorporated County with marginal or inadequate supply for domestic use.

Major public institutional facilities have also had a significant impact upon the County and its development. Solano County has several large governmental installations which represent major employment centers including Mare Island Naval Shipyard, Travis Air Force Base and the California Medical Facility. These facilities have influenced development patterns by generating demands for housing and related activities and influencing the location and direction of growth and circulation patterns.

Public facilities in some cases represent significant land use activities in themselves. These activities can occupy relatively large amounts of land or can substantially impact surrounding land uses. Flight patterns around Travis Air Force Base act as a major constraint to development due to potential noise and safety hazards. Potential conflicts can also result when incompatible uses encroach upon solid waste disposal sites.

Public Facility Land Use Proposals

Public facilities include those uses and activities, other than parks and recreational facilities, located on lands owned by a public entity, public utility or nonprofit educational or charitable organization. Major public facilities and installations located within the County include the following:

U.S. GOVERNMENT FACILITIES

Mare Island Naval Shipyard - Vallejo
Travis Air Force Base - Fairfield
Voice of America Transmission Station - Dixon
U.S. Naval Transmission Station - Dixon
U.S. Army Reserve Training Facility - Rio Vista

STATE GOVERNMENT FACILITIES

California Maritime Academy - Vallejo
California Medical Facility - Vacaville

LOCAL GOVERNMENT FACILITIES

Solano County Fair Grounds - Vallejo
Nut Tree Airport - Vacaville
Dixon May Fair Grounds - Dixon
Rio Vista Airport - Rio Vista
Local Governmental Office and Administration Centers
Solano County Community College - Fairfield area

OTHER FACILITIES

American Telephone and Telegraph Transmission
Station - Dixon

Pacific Gas and Electric Vaca-Dixon Substation-Vacaville

In addition to the major facilities and institutions depicted on the Land Use and Circulation Map, there are a number of small community facilities which are not shown. These include community churches, community meeting halls, local fire stations, cemeteries, medical centers and libraries. Provisions shall be made for these facilities when in conformance with the policies of the general plan.

General Policies

1. The County and cities shall set aside adequate land for current and future public facilities. Where it is not possible to anticipate future requirements, development proposals shall be reviewed for consistency with the general plan policies and compatibility with existing and probable future land uses.
2. Public and community facilities in the County area shall be provided in appropriate locations to serve the residents in surrounding rural areas.

AIRPORT FACILITIES

There are a number of airport facilities located throughout the County including both public and private airstrips. The largest installation is Travis Air Force Base located in Fairfield and operated by the U.S. Air Force. The

County operates the Nut Tree Airport, located in Vacaville, which serves small business and recreational aircraft. The Rio Vista Airport operated by the City of Rio Vista serves both recreational and business flyers and agriculturally related operations. Private airstrips include the Lagoon Valley Gliderport, Maine Prairie Airport, Vaca—Dixon Airport, Joslin airstrip and an airstrip located adjacent to I-680 in the Suisun Marsh area.

The plan encourages the maintenance and improvement of airport facilities. The plan recognizes the proposed relocation of the Rio Vista Airport by the City to an area north of Airport Road east of Liberty Island Road. It is the intent of the plan to establish compatible land use patterns around airport facilities, especially within aviation easements and runway approach and takeoff areas. Land uses should not be allowed which are found to be incompatible with potential noise impacts, create flight obstructions or create potential safety hazards which would impair the utility and potential expansion and improvement of the airport facilities.

The Metropolitan Transportation Council and Solano County in 1976 undertook a feasibility study on civilian/military joint use of Travis AFB. The study concluded that joint use of Travis AFB as both a military and civilian airport facility was feasible.

The Solano County Board of Supervisors recognizing that Travis Air Force Base represents a valuable aviation resource to the County and Bay Area has maintained its joint use agreement with the Air Force. Any future civil airport facilities would be located along the southeastern boundary of Travis Air Force Base. In recognizing the necessity of preserving the future availability of this area and protecting Travis Air Force Base from the encroachment of incompatible uses due to potential noise and safety hazards, it is the intent of the plan to maintain this area in extensive agriculture use.

Policies

1. The County shall protect, in appropriate open space uses, lands within approach patterns of

airport facilities.

2. The County shall ensure that land uses within aviation easements and runway approach and take off areas will not conflict with the current and possible future use and expansion of airport facilities.
3. The County shall maintain agricultural and open space uses east of Travis Air Force Base. In advance of any future proposals for development of a civil airport facility in this area a specific plan should first be prepared.

SCHOOL FACILITIES

School Facilities are provided by eight unified school districts in the County. These include the Winters Joint Unified School District, Dixon Unified School District, Vacaville Unified School District, Travis Unified School District, River Delta Unified School District, Fairfield-Suisun Unified School District, Benicia Unified School District and the Vallejo City Unified School District. Locations of existing and proposed elementary, junior high and high school facilities can be found on city adopted general plan land use maps. In addition to public schools, a number of private schools also operate in the County.

There are also three community college districts in the County. The Solano Community College District in the western portion of the County supports Solano Community College. The campus is located on Suisun Valley Road north of I-80. The Delta Community College in Stockton serves the southeastern portion of the County and the Los Rios Community College District serves a portion of northeastern Solano County.

Over the past decade, many of the school districts within the County have been significantly impacted by residential growth resulting in a lack of adequate school facilities and overcrowded classroom conditions. Schools have generally relied on State funding and developer fees to fund new school facilities. These funding sources have been seriously inadequate to meet the needs for providing permanent new school facilities.

To promote high standards in education requires schools which have capacity to accommodate students at all grade levels in order to provide opportunities for students to excel. To

maintain high educational standards requires the development of mechanisms which insure that the rate of growth within the County and rate of school construction are compatible.

The County is committed to working with school districts to develop funding mechanisms for financing school construction to mitigate impacts created by County development. It is in the best interest of both the public and private sectors to devise a permanent solution to financing school construction and that any solution will require cooperation of all parties involved. The solution must address cost effectiveness, timeliness of funding, flexibility of funding, cash flow needs of the district and political acceptability. The County will work with the school districts to develop school facility mitigation plans. Funding mechanisms within these plans may include school development impact mitigation fees to be paid by a developer that is based upon the projected costs of providing new school facilities for new housing; land dedication, new classroom space or new school facilities provided by developers in lieu of paying a mitigation fee; or formation of Mello-Roos districts for school construction as well as other funding mechanisms. Plans should also provide for continued participation by school districts in the State Building Program.

Policies

1. The County and cities shall set aside adequate land for future schools in coordination with local school districts. Future schools should be located within urban areas to achieve most efficient use of facilities.
2. Wherever possible, school sites should be integrated with parks and recreation open space corridors to maximize the benefits of recreation experience as part of the education process, and to permit pedestrian and bicycle access with a minimum of interruption by the street system.
3. The County, cities and local school districts shall work cooperatively to provide sufficient permanent school facilities to meet the needs of current and projected future enrollment and ensure that there are mechanisms to provide for the timely construction of the facilities.
4. The County shall work with the local school districts in developing school facility mitigation

plans to ensure the necessary financing for the provision of new school facilities.

5. The County shall notify the appropriate school district affected by applications for new development early in the review process to allow sufficient time to assess impacts on school facilities.
6. In approving residential development, the County in cooperation with the local school districts, shall ensure that sufficient school facilities are available and funded to serve the enrollment generated by the new development.
7. The public investment in Solano Community College should be protected by ensuring compatible land use of adjacent properties and preserving future options for expansion of the college site.

SOLID WASTE FACILITIES

In coordination with cities, the County Board of Supervisors in 1977 adopted the Solano County Solid Waste Management Plan. This plan sets forth short, medium and long term plans for the storing, collection, hauling and disposing of solid waste generated in the County. The plan made the following recommendations:

1. The overall solid waste management plan should encompass a step-wise transition towards one regional resource recovery facility.
2. The initial step should consist of consolidation to two disposal sites for the entire County and construction of two transfer stations to be operational in the early 1980's.
3. If a market analysis indicates a satisfactory demand with attending favorable prices for the recoverable materials, recovery facilities should be build at the two disposal sites some time before 1985.

4. As waste quantities increase, the two sites should be consolidated into one, with all material recovery facilities at that site. This consolidation should take place in the early 1990's.
5. An assessment of operational energy recovery systems should be made prior to 1990 and the feasibility of constructing one site in Solano County should be re-evaluated.
6. The County should appoing a manager of the solid waste management program to coordinate planning and implementation of the short-term plan.
7. Prior to implementation of medium- and long-term plans, the County should evaluate and decide on an organizational structure that will be sufficient to manage these plans.

Existing and proposed waste disposal sites in Solano County are listed below. All of the sites, with the exception of the Mare Island Landfill, are located in the unincorporated portion of the County in areas designated for extensive agricultural use. The Mare Island site is on the Mare Island Naval Base in the City of Vallejo and is designated for industrial use. Land uses adjacent to the site are currently compatible with site operations. Continued compatibility should be assured through review of proposed adjacent projects for General Plan consistency and through maintenance of existing zoning regulations with regard to waste disposal sites.

Existing Waste Disposal Sites

- ° B & J Drop Box Sanitary Landfill, 6246 Hay Road - A 160 acre municipal waste disposal site located on the south side of Hay Road approximately 1/2 mile west of State Highway 113.
- ° Solano Garbage Sanitary Landfill - A 67 acre municipal waste disposal site located at the southeast corner of the intersection of Kildeer and Emmington Roads.

- ° Rio Vista Landfill - A 20 acre municipal waste disposal site located on the east side of Airport Road, 1700 feet north of St. Francis Way, on land owned by the State Department of Water Resources.
- ° Mare Island Landfill - A 20 acre landfill located on the Mare Island Naval Base in Vallejo, approximately 2500 feet west of the intersection of 'A' Street and Cedar Avenue, accepting only wastes from the Navy's shipbuilding operations including limited amounts of specified hazardous wastes.
- ° Aqua Clear Farms - A 110 acre drilling mud disposal site located at the southwest corner of the intersection of Flannery Road and State Highway 113.
- ° IT Corporation, Benicia - A 190 acre Class I hazardous waste disposal operation, which stopped receiving wastes in 1986 and began environmental study for closure of the facility in 1991. It is located approximately 3000 feet north of Lake Herman Road and one mile west of Interstate 680.

Proposed Waste Disposal Sites

- ° Potrero Hills Sanitary Landfill - A 190 acre municipal waste disposal facility to be located approximately 2800 feet south of the existing Solano Garbage Landfill at its closest point, on a 320 acre portion of the Smith property off Emmington Road. The site is proposed to replace the Solano Garbage Landfill.
- ° Lynch Canyon Sanitary Landfill - A 500 acre municipal waste disposal site proposed in Solano County on a portion of the 700 acre Lynch property and a portion of the 850 acre Brown property in Solano and Napa Counties. The property borders the north side of Interstate 80, between the American Canyon Road and Red Top Road freeway interchanges.

Steps should be taken to protect existing sites from the encroachment of conflicting land uses. This is particularly important around sites which handle toxic and hazardous wastes. Development of disposal sites should be undertaken in a manner which protects surrounding uses and the environment from adverse impacts. When use of disposal sites is terminated, lands should be restored to a use compatible with the surrounding land uses through appropriate reclamation procedures.

Policies

1. The County shall implement the policies and recommendations of the Solid Waste Management Plan.
2. The County shall ensure that land uses adjacent to solid waste disposal sites will not conflict with the current or possible future use of the solid waste disposal sites. Land adjacent to disposal sites handling toxic and hazardous wastes shall be kept in open space uses.
3. The County shall ensure that solid waste disposal operations are performed in a manner that is compatible with surrounding land uses, does not adversely affect the environment and that at the end of such operations the site is restored to a use compatible with surrounding land uses.

HAZARDOUS WASTE FACILITIES

Until 1986, Solano County had been a net importer of hazardous waste, due primarily to the operation of the IT-Panoche hazardous waste disposal facility near Benicia. That facility ceased accepting wastes in 1986 and began undergoing formal closure procedures. Currently, the County is a net exporter of hazardous waste. Depending on the extent of source reduction, the County is expected to produce between 51,000 and 62,800 tons of hazardous waste per year by the year 2000, which will need to be accepted at hazardous waste treatment, storage or disposal (TSD) facilities. The greatest need for treatment of wastes produced in the County is for oil recovery facilities.

In a coordinated process between the cities and the County, a County Hazardous Waste Management Plan (CHWMP) was prepared pursuant to AB2948 (Tanner) and adopted by the Board of Supervisors on August 22, 1989. This plan was approved by the California Department of Health Services on February 22, 1990, with clarification regarding the County's intent to allow facilities that may receive wastes from areas outside of the County through inter-jurisdictional agreements.

The CHWMP is intended to serve as the primary planning document for hazardous waste management in the County, and contains Goals, Policies and Recommended Programs for the management, recycling and disposal of hazardous wastes. In lieu of identifying specific areas of the County for new hazardous waste facilities, the CHWMP includes Siting Criteria to be utilized in selecting sites for new hazardous waste facilities. As required by state law, the CHWMP also includes maps which show general areas of the County where the Siting Criteria might be applicable. Because these maps are preliminary in nature only, and may not be construed as a finding that any of the Siting Criteria are in fact satisfied in a particular area, they are not incorporated into the General Plan.

Any proposal for a hazardous waste facility must be evaluated both for conformance with the CHWMP's written Siting Criteria and for potential adverse impacts to the environment, based upon reliable information available or developed when the proposal is under review. Although the Environmental Impact Report prepared in conjunction with the CHWMP does not evaluate the specific environmental impacts of siting a hazardous waste facility at any particular location or area within the County, that EIR does discuss the general types of environmental impacts associated with hazardous waste facilities and recommends general mitigation measures which should be incorporated into or imposed upon any proposed hazardous waste facility project. Any proposal for a hazardous waste facility project shall be evaluated through a project level environmental review document, which shall not be bound or limited by the scope, information, conclusions or analysis contained in the CHWMP EIR.

Hazardous waste facilities, referred to in the CHWMP as treatment, storage and disposal (TSD) facilities, can be grouped into two categories: 1) transfer, storage and treatment facilities, and 2) residuals repositories for disposal of treated wastes. Transfer, storage and treatment facilities are urban/industrial in nature and should be located in areas designated by the General Plan as Industrial and zoned for industrial land uses. Residuals repositories have a need for large sites in non-urban/rural areas, and should be located on non-prime agricultural lands, not under a Williamson Act contract, in areas designated by the General Plan as Agricultural or Industrial and zoned for agricultural or industrial uses. Any future facility must be found to conform with the General Plan and zoning at the time of application.

The following specific sections of the Solano County Hazardous Waste Management Plan are incorporated by reference into the Land Use and Circulation Element:

Section 1.3	Goals and Policies for Hazardous Waste Management
Section 1.5	Summary of Recommended Programs
Section 2.1	Defining Waste as Hazardous
Section 6.2	Siting Criteria for Treatment, Storage and Disposal Facilities
Table 6-2	California Department of Health Services (DHS) Siting Criteria
Section 6.5.1	Department of Health Services Siting Criteria including Solano County Modifications

GOALS

1. Protect public health and safety, minimize damage to the environment, protect property from the adverse effects of hazardous wastes, promote an environment for industrial responsibility, and maintain the economic viability of the planning area and the state.
2. Manage hazardous wastes over the long term in a way that is consistent with sound and safe management practices and in a way that reduces and the need for land disposal of hazardous wastes.
3. Provide a policy basis for working with local agencies in the region and with the state toward the effective management of hazardous wastes generated within the region and throughout the state based on the priorities established for safe management practices.

Policies

1. The County shall support and implement the policies and programs in the County Hazardous Waste Management Plan.
2. The County shall promote hazardous waste management strategies in this order of priority: source reduction, recycling and reuse, on-site treatment, off-site treatment, and residuals disposal.
3. Siting of facilities for transfer, treatment, storage and disposal of hazardous wastes shall follow the siting criteria described in the Hazardous Waste Management Plan. The facilities shall be developed and operated to ensure the protection of the environment and compatibility with surrounding land uses.
4. The County recognizes its responsibility to cooperate with local agencies in the region and with the state. It will encourage regional efforts to implement alternatives to land disposal of untreated hazardous wastes, and will participate in inter-jurisdictional agreements which balance the economic efficiencies of siting facilities with the responsibility of each jurisdiction to manage its fair share of hazardous wastes generated within the region.

DRAINAGE FACILITIES

Solano County's significant drainage problems relate to areas subject to inundation due to heavy rainfall and resulting stream overflow. A number of streams have long histories of seasonal flooding often resulting in significant damage, however, they have not approached the potential damage which could result from a 100 year flood event. Drainage problems can be classified into two categories, those pertaining to upstream lands characterized by varying topography at higher elevations with steep stream gradients, and those pertaining to downstream lands characterized by topography which is predominantly flat and slow draining. In downstream lands, potential drainage problems are further aggravated by spreading urbanization which has the combined effect of encroaching upon and reducing the flood plain area and increasing the rates and volumes of runoff by overlaying lands with structures, paving, etc., thereby restricting natural infiltration.

The Solano County Health and Safety element sets forth specific policies for upstream and downstream land uses to mitigate storm water inundation. Upstream policies relate to minimizing encroachment in natural drainage courses and increases in the rate of runoff caused by upstream development. Downstream policies serve to significantly reduce risk to human life and potentials for damage to homes, businesses, crops, roads, etc., associated with downstream flooding.

Implementation of flood control and drainage improvements is provided by city jurisdictions and special districts. The Solano County Flood Control and Water Conservation District provides flood control in two zones of benefit

within the District serving the Ulatis Creek Watershed and the lower Green Valley Watershed.

Other agencies which provide drainage and flood control in the unincorporated area are:

1. Vallejo Sanitation and Flood Control District which services certain unincorporated areas in and around the City of Vallejo.
2. Various reclamation districts and private cooperatives including the Dixon Drainage Project which have been established in rural areas, and
3. Maine Prairie Irrigation District and Solano Irrigation District which provide drainage improvements in connection with their irrigation facilities.

In the majority of the unincorporated area, however, there is no public agency providing a flood control function.

Policies

1. The accomplishment of positive drainage and flood control in the County area, shall be achieved through a comprehensive and coordinated approach to flood plain management by the cities, Solano County Flood Control and Water Conservation District and other special districts.
2. Natural watercourses should be protected and preserved in their natural state, with runoff from urban developments accommodated by facilities designed to control the rate and dispersal of runoff.
3. Areas subject to natural flooding beyond urban areas shall be preserved as flood plain areas or shall be protected where appropriate by facilities designed to control the rate and dispersal of runoff.

4. In areas not currently served, but in need of flood protection, an agency should be established or designated to provide appropriate flood protection facilities.

UTILITY FACILITIES

ELECTRIC AND TELEPHONE UTILITIES

The Solano County Gas and Electric Utilities Plan shows existing and proposed electrical transmission lines and substations for serving Solano County. Currently all public electrical energy is generated outside the County and is supplied to the County through 60, 115, 230 and 500 KV transmission lines as part of a major network supplying energy to northern and central California. Although the County acts as a major transmission line corridor serving the Bay Area, proposed power generating plants in Solano County at Collinsville and Monticello Dam will necessitate the establishment of additional transmission lines to serve these facilities. A pilot wind generating program also has been proposed for development in the Vallejo-Benicia Hills which will need to be serviced by major transmission lines if fully developed.

Major telephone transmission lines also traverse the County. These usually follow rights-of-way paralleling County roadways and rail lines.

In selecting locations for transmission lines, the use of existing rights-of-way or paralleling such rights-of-way shall be a prime consideration consistent with the requirements of service reliability. In addition, consideration shall be given to avoiding heavily developed and scenic areas and areas which are visually sensitive.

GAS UTILITIES

The Solano County Gas and Electric Utilities plan also shows the major natural gas transmission lines serving Solano County. The natural gas supply of the County originates in several major California gas fields, some of which are located in the eastern portion of the County. In addition, the County is traversed by a number of major gas and oil transmission lines which serve the Bay Area.

In establishing new transmission lines, use of or paralleling existing rights-of-way shall be used where practical and feasible. Transmission lines shall be constructed in a manner which minimizes disruption of natural vegetation and agricultural activities and unnecessary scarring of hill areas.

WATER FACILITIES

A number of major water transport systems serving various jurisdictions traverse the County. The Putah South Canal transports Lake Berryessa water under the Solano Water Project from Putah Creek to the Cordelia area. The Canal provides water for agricultural irrigation as well as domestic water to local jurisdictions. The City of Vallejo, Benicia and Suisun also maintain extensive water transport systems in the County.

In addition to the existing water supply systems, the North Bay Aqueduct is proposed to meet the future water needs of Solano and Napa Counties. The aqueduct would transport water from Lindsey Slough in eastern Solano County to serve the cities of Suisun, Fairfield, Vacaville, Benicia and Vallejo and Napa County. The North Bay Aqueduct is to be completed in 1984.

Policies

1. New gas, electric and telephone utility alignments shall use or parallel existing rights-of-way where practical and feasible and in a manner which avoids heavily developed areas.

2. Electrical and telephone transmission lines should be located in a manner which avoids scenic areas or areas which are visually sensitive when feasible. When such areas cannot avoided, transmission lines should be designed and located in a manner to minimize their visual impact.
3. All transmission lines should be located and constructed in a manner which minimized disruption of natural vegetation and agricultural activities and avoids unnecessary scarring of hill areas.
4. The County shall support the development of local energy sources including the use of solar, wind and cogeneration facilities.
5. The County shall support and assist cities in the procurement of adequate water supplies and preserve appropriate rights-of-way.

OTHER PUBLIC FACILITIES AND IMPROVEMENTS

The need for various public facilities and improvements has been identified in the County's Community Development Program. To coordinate development and the need for roads and other health and safety services and facilities, the Community Development Program shall include a County comprehensive, five year Capital Improvement Program (CIP). The CIP program projects shall be reviewed annually for consistency with General Plan policies and coordinated with current and forthcoming development.

Each year, as one aspect of the County's Community Development Program, the County shall review and update its Community Development Plan for the Community Development Block Grant Program. This plan shall set forth a three year program for upgrading and improving community facilities.

The Community Development Plan should be incorporated into a County comprehensive, 5 year capital improvement program coordinating Community Development, roads and other public works projects. These projects should be reviewed annually and coordinated with general plan policies.

Policies

1. The County shall identify and correct needed public facilities and improvements through annual review, updating and implementation of the County's Community Development Plan for qualifying communities.
2. Capital improvement program projects shall be reviewed annually for consistency with General Plan policies and coordinated with current and forthcoming development.

Public Service Proposals

Public services include those public or quasi-public services necessary to support existing and proposed development, and to protect and promote the health, safety and welfare of the County's residents. It is the policy of County that development in the unincorporated area shall be primarily self-sufficient with the County providing only limited public services necessary to protect public health and safety. Urban services shall be confined to areas within the cities' urban growth lines where these services can be most efficiently provided. The provisions of services to support new development should be undertaken in a coordinated, efficient manner making the best use of existing facilities and services.

General Policies

1. Residential, commercial and industrial development shall be designed and located in such a manner as to maximize the use of existing facilities and services and to minimize the need for additional County services.

2. Development within the unincorporated County shall be primarily self-sufficient requiring only minimal public facilities and services essential for health, safety and welfare.
3. Development requiring urban services shall be confined within city urban growth lines in areas where services can be provided most efficiently.
4. All areas included within the cities' urban growth lines shall be served by central water and sewerage systems. The extension of water and sewer service should be accomplished by a phased program including the annexation of areas to be served and provisions for meeting the costs of such service.
5. The County shall encourage compact urban development within city urban growth lines to avoid unnecessary extension or reconstruction of roads, water mains, and services and to reduce the need for increased school, police, fire and other public services.
6. Countywide development priority shall be given to vacant lands where public facilities and services are currently provided before provisions are made for the expansion of facilities and services to undeveloped areas.

SEWER SERVICE

It is the intent of this plan to confine new development requiring public sewer service to areas which are located within incorporated cities. All of the future development in the unincorporated area should be self-sufficient with on-site sewage disposal systems as approved by the County Health Department.

Policy

Rural development within the unincorporated County areas shall continue to rely upon individual on-site sewage treatment systems.

AGRICULTURAL WATER SERVICE

Agricultural water service is provided by three water districts in the County. The Solano Irrigation District provides irrigation water to the Dixon area, the east and south Vacaville area, Vaca Valley, Lagoon Valley, Paradise Valley, Suisun Valley and Green Valley. The Maine Prairie Water District provides irrigation water to the intensive agricultural lands in central Solano County. Reclamation District 2068 provides irrigation water in the Yolo area of eastern Solano County. Other intensive agricultural areas are served with irrigation water from individual private wells and water acquired through water rights from the Sacramento River and other watercourses in the County.

Policies

1. The County shall support efforts by irrigation districts and others, where appropriate, to expand the County's intensive agricultural areas.
2. The County shall promote proper management and efficient use of its agricultural water resources.

DOMESTIC WATER SERVICE

It is the intent of this plan that development in the unincorporated County be primarily self-sufficient with respect to water service. The County recognizes that in some areas groundwater supplies are marginal or inadequate for rural development. Where there may be marginal or inadequate water supplied, alternatives need to be explored.

If water service is to be provided, steps shall need to be taken to ensure that the water system is reliable and it supports County policies which limit premature growth and conversion of agricultural lands. It is the intent of this plan that public water service be provided through a system owned and operated by a public water agency. Public systems have, as a rule, proven to be more reliable and provide higher quality service and greater protection of health and safety. Public water systems also enable public policy toward development to be coordinated with the extension of service. Domestic water service shall be provided only to developed areas and those designated for potential development. Surrounding designated open space and agricultural lands are to be fully protected from growth inducing impacts. Care must be exercised to ensure complete adherence to the County General Plan designations and policies and to the Capital Improvement Program. In such cases analysis shall be undertaken with respect to additional services and facilities required to accommodate increased densities permissible with the provision of public water supplies.

Policies

1. Domestic water for rural development shall be provided principally through on-site individual wells. When individual well systems in an area of the unincorporated County become marginal or inadequate for serving domestic uses, public water service may be permitted in conformance with the General Plan.

2. Public water service shall be provided and managed through a public agency. If lands proposed for water service are not within the boundaries of an existing public water agency, the Board of Supervisors shall, as a condition of development, designate a public agency to provide and manage the water service. Water facilities shall be designed to provide water service only to the developed areas and those designated for potential development. Such facilities shall be designed to prevent any growth inducing impacts on adjoining designated agricultural and open space lands.

CHAPTER IX CIRCULATION AND TRANSPORTATION

CHAPTER IX CIRCULATION AND TRANSPORTATION

GOAL

Develop a comprehensive transportation plan and program that will provide for the efficient, safe, and economical movement of people and goods within the community and between the community and other areas.

OBJECTIVES

1. Develop and maintain a safe, efficient and effective system of roads, bridges, and other facilities for the movement of people and goods within the community and between the community and other areas.
2. Develop and maintain a safe, efficient and effective system of public transit facilities and services.

CHAPTER IX CIRCULATION AND TRANSPORTATION

GOAL

Develop a comprehensive transportation and circulation system which is efficient, safe, environmentally sound, aesthetically pleasing, and compatible with the goals and plans of state, regional, and other local agencies.

OBJECTIVES

1. Provide and maintain a safe, economical and efficient system of roads, streets, and highways to ensure adequate multi-modal movement of people and goods within, to and from the County, while incurring the least social, economic, and environmental harm to existing or planned activities and land uses.
2. Develop an efficient, safe, convenient, and economical county-wide transit system designed

to reduce the dependence on the automobile and to serve the transit needs of the population.

3. Establish a system of trails, bikeways, and walkways as an alternate mode of travel which would provide convenient and safe movement of non-motorized traffic.
4. Encourage environmentally safe and efficient movement of goods and resources to enhance the economic base of the County.

Existing Conditions

On April 3, 1979, the Solano County Board of Supervisors adopted the Solano County Transportation Plan. The Plan and supporting documents inventory and analyze existing transportation facilities and services and propose improvements to provide adequate capacity and transportation options necessary for future development. Detailed descriptions of existing conditions can be found in Volume II "Appendices of the Draft Transportation Plan." The following is a brief summary of existing facilities and needs.

STREETS AND ROADS

The County street and road system functions as a regional transportation network within the County which provides for inter-city and inter-county movement of people and goods. The County is bisected by major interstate freeway systems including Interstate 80 which connects the County to the San Francisco and Sacramento metropolitan areas. Interstate 680 connects the County to the East Bay Area. Interstate 780 connects Vallejo and Benicia, and Interstate 505 connects the County to northern California. A number of State routes also cross the County including State Routes 12, 29, 37, 84 and 113. These act as major arterials connecting major urban areas. County roads provide for inter-city movement, as well as, serving

rural developments and agricultural operations. The Transportation Plan documents current operating levels of service and practical capacity for routes of county-wide significance.

TRANSIT SERVICE

There are several agencies, both private and public, which provide transit services in Solano County. Two types of service exist, fixed-route and demand-responsive. A fixed-route service is one where the vehicle used follows a fixed and announced schedule and route. The demand-responsive service, otherwise called dial-a-ride, shared-bus, etc., is a door-to-door service where the user calls in to request service, waits to be picked up, and is transported to his destination while other passengers may be picked up or dropped off enroute. In addition, the County Superintendent of Schools and the County's Unified School Districts provide transportation services to students within the unincorporated County area.

Inter-city travel is provided by two private commercial companies, Greyhound and Continental Trailways, and non-profit social service agencies. In addition, the various taxi companies provide a county-wide and possible region-wide service.

Another form of inter-county and inter-city transit available is passenger rail service provided by AMTRAK. At present, service is provided by the San Francisco Zephyr with one departure daily to points east, and one departure to the west.

Evaluation of the existing systems showed a lack of adequate inter-city, inter-county or regional transportation. Needs for evening or weekend services and improved service to community facilities such as Solano Community College were also identified.

AIR SERVICE

Civil air facilities are provided by several small private airports and two publicly-owned airports. These facilities serve business and recreational flyers. Many of the private strips are used by commercial agricultural crop dusting operations. There is no scheduled airline service in the County; the nearest is shuttle service provided at the Napa County Airport.

Based on a feasibility study by the Metropolitan Transportation Council and Solano County, joint use of Travis AFB for military and commercial air service is feasible but unlikely to occur in the near future. However, the study indicated that there is a growing need for North Bay commercial passenger service to reduce vehicle miles of travel to airports in the region and that Travis has regional importance in that it can conveniently serve a significant portion of North Bay air travel demand.

RAILROAD SERVICE

Solano County is served by two railroad companies. Both railroads are considered of regional significance because travel on them is generally inter-county in nature. The Sacramento Northern Railroad (a subsidiary of the Western Pacific Railroad) is a minor route providing freight service to Vacaville. The Southern Pacific Railroad has two routes serving the County with the main route being a transcontinental mainline.

PORT FACILITIES

There are several types of port facilities in Solano County. The Port of Benicia, a privately owned facility, has a 2,400 foot deep-water pier which provides berthing for three ships. There are several private and municipally operated

marinas in Solano County. These are almost exclusively for recreational boating use. Special docking facilities for commercial enterprises include: Mare Island Ferry docks on the Napa River, Channel and dock facilities for dredgers at Collinsville, Sheldon Oil Company barge dock at Suisun City, and facilities at Rio Vista. Major docking facilities are also operated by the Navy at the Mare Island Naval Shipyard.

NON-MOTORIZED FACILITIES

Non-motorized mode of transportation is generally thought of in relation to bikeways although it also includes pedestrian and equestrian facilities. There are no equestrian facilities in Solano County. Pedestrian facilities generally include walkways and hiking trails. The only hiking trail in Solano County is located in the Benicia State Recreation Area. The walkways are primarily the sidewalk systems in the cities. In rural areas, pedestrian access requires use of roads. Most current bicycle facilities have been associated with safety improvements along major routes.

Circulation and Transportation Proposals

It is the County's role to provide circulation and transportation facilities and services for inter-county and inter-city travel and to support agricultural activities and rural development within the County. It is the intent of the plan to develop a circulation and transportation system which encourages concentration of major employment and activity centers in close proximity with residential areas which minimize travel distance, energy consumption, noise and air pollution. The Solano County Transportation Plan is intended to coordinate various modes of transportation into a comprehensive transportation system at a level sufficient to support development proposed on the Land Use and Circulation Map. The plan proposes to utilize transportation systems management techniques which minimize the use of low cost improvements where practical to provide adequate transportation facility improvements.

Where major capital improvements will be required, any short range improvements are designed to be able to serve incrementally in fulfilling the long range plan objectives. In implementing improvements, consideration is given to those that will promote the attainment of regional air quality objectives and will enhance energy conservation.

Policies of the Transportation Plan are consistent with Land Use and Circulation Element policies and should be referred to when detailed analysis of the transportation system is needed.

General Policies

1. All new developments should be carefully evaluated as to their compatibility with and impact on transportation systems.
2. Develop a transportation system that encourages concentration of major employment and activity centers in proximity to residential areas to facilitate shorter travel distances and non-auto modes of travel.
3. Develop the transportation system to promote the planned pattern of land uses; limit transportation improvements to those necessary to serve existing and planned future land uses.
4. Encourage research in transportation programs that ensure conservation, efficient utilization of energy resources, and investigation of alternative energy sources.
5. Improve current air and noise quality by discouraging utilization of the auto, and encouraging alternative transportation services.

STREETS AND ROADS

The Land Use and Circulation Map shows designations for existing and proposed major streets and roads which are designed to complete a coordinated County circulation system necessary to serve proposed residential, commercial, and industrial development. These routes are classified and defined as follows:

Freeway - Multilane, divided road with complete controlled access serving long trips.

Major arterial - Thoroughfare connecting major urban areas and principal traffic generators. Primary function is movement of traffic; access is a secondary function having very little commercial or residential property fronting it.

Minor arterial - Thoroughfare in urban areas interconnecting principal traffic generators within the city, as well as, major arterials. Movement of traffic is primary function with some access to commercial development but generally restricted access to residential development.

Collector - Carries traffic from local streets and roads to arterials and serves as access to adjacent land use.

Local Streets and Roads - Urban and rural streets and roads which primarily serve as access to abutting properties. Local County roads not shown on the Land Use and Circulation Map are considered part of the County's circulation system.

The Transportation Plan makes specific recommendations to address short range and long range needs. The plan encourages use of low cost strategies for capacity increases, coordination of staged improvements to fulfill long range needs, and improvements which will facilitate transit and non-motorized modes. The short range plan recommends

specific projects for implementation to correct existing or forecasted deficiencies through 1985. The long range plan analyzes and recommends actions to be considered on all routes forecast to need capacity improvements. It also recommends major and secondary corridors to relieve congestion on I-80 at: 1) Oakwood Street and Rollingwood Drive in Vallejo; 2) a corridor from Cordelia to Pennsylvania in Fairfield; 3) a major corridor connecting SR-12 east of Suisun to I-505 north of Vacaville.

The timing and staging of proposed improvements to meet future needs should be closely coordinated with future land use development. Facilities should be designed and staged to serve proposed development while minimizing growth inducing impacts on agricultural operations and open space land uses. Table 10 provides recommended standards for roadway development and improvements for each roadway classification.

Policies

1. Plan and design a street and road system to serve areas where growth is desired and anticipated as shown on the general plan while minimizing growth inducing impacts to agricultural and open space areas.
2. Transportation right-of-way adequate to meet the projected traffic volumes shall be designated and reserved as far in advance as possible in anticipation of new development.
3. Maintain and improve the existing street, road, and highway system to meet design standards, especially streets which also carry transit and non-motorized traffic.
4. Conduct a continual evaluation of existing segments of the street and highway network in order to correct safety and/or congestion problems for better circulation.
5. The cost of on and off-site improvements to County roads to accommodate new development should be borne by the developer.

Table 10
Road Standards, Solano County

Street Classification ¹	Average Daily Traffic (ADT) ²	Width of Travelled Way ³	Width of Shoulder ⁴	Total	Width of Right of Way
Local	Less than 250	20'	4'	28'	60'
	250 to 750	24'	6'	26'	60'
Collector	751 - 4,000	32'	4'	40'	80'
Arterial	4,001 - 10,000	40'	—	40'	80'
	10,001 - 20,000	64'	—	64'	84'
Freeway	More than 20,000				

Source: Road Improvement Standards. Solano County Public Works Department.

- ¹ Industrial and Commercial Streets - Streets in areas planned or zoned for commercial or industrial uses shall have a width of travelled way and right-of-way four feet greater than the minimum indicated in the table above. Shoulders should be paved. Curb, gutter and sidewalk may be required where warranted.
- ² Average Daily Traffic - The average daily traffic (ADT) to be used in determining design requirements shall be that projected within a ten to twenty year design period. Subdivision street design shall be based upon the traffic volume at ultimate development.
- ³ Travelled Way - The travelled way is the minimum width to be paved in all cases.
- ⁴ Shoulder - The shoulder is a graded width, stabilized to provide all-weather use, to be provided adjacent to the travelled way. Paved shoulders may be warranted in special circumstances.

TRANSIT SERVICE

The land use designations encourage the use of transit facilities through compact development patterns with principal employment and activity centers, and residential areas concentrated around the County's existing urbanized areas. The plan encourages the development of transit systems along major transportation corridors which provide inter-city and inter-county service.

The Transportation Plan addresses in the short term a specific improvement program and schedule designed for incremental implementation in meeting unmet transit needs, transit service to the general public, and increased commuter service. Meeting unmet transit needs is accomplished by adding buses, extending service boundaries, coordinating paratransit services provided by social service agencies, and developing multi-modal transportation centers which provide connection between local systems and inter-city and inter-county service. Service to the general public is improved by adding buses, increasing transit frequencies, expanding service areas, and providing free-way transportation centers. Commuter service will be improved by ride-sharing programs, provision of satellite parking areas, extending hours of local transit service to include peak commute periods, and provision of free-way transportation centers. In the long term, the plan calls for continued expansion of transit services and the provision of inter-city public transit service to meet service demand including the needs of the physically impaired within the County.

Policies

1. Coordinate existing and planned county-wide public and private transit systems.
2. Encourage the development of transit systems along major corridors to connect the County

with surrounding major population, commercial, industrial and cultural areas.

3. Private companies should be encouraged to provide expanded transit service as an economical means of meeting the transit needs of the population.

AIR SERVICE

The plan encourages airport improvements including the provision of additional hangars and parking and private implementation of shuttle service from the Nut Tree Airport. Maintenance of the long range option of joint use at Travis Air Force Base is also encouraged.

Policies

1. Maintain and improve existing airports, encouraging air shuttle service for access to major international airports.
2. The County shall maintain its joint use agreement with Travis Air Force Base for possible development of a regional airport facility.

RAILROAD SERVICE

The plan emphasizes greater use of rail for both passenger service and goods movement. Minor passenger station improvements are recommended for the Suisun Station pending the Federal Department of Transportation's determination of what level of AMTRAK service will be provided through the San Francisco-Sacramento Corridor. Major rail improvements are recommended involving upgrading of the Sacramento Northern Track to serve traffic to county industrial

areas in Collinsville. The use of rail for both passenger service and goods movement is encouraged in order to provide a more efficient and balanced transportation system and to direct some of the potential increased traffic away from the overloaded highway system.

Policy

Encourage the expansion of AMTRAK passenger rail service to provide a significant portion of commute trips from the County.

PORT FACILITIES

In addition to the existing County port facilities, new facilities are proposed at the Collinsville-Montezuma Hills area to support water-dependent industrial development designated in the area. Other improvements include channel improvements which are regional in nature, affecting several ports in other counties and are subject to congressional approval for funding and construction.

Policy

Maintain and improve deep water port facilities to provide better access for industrial and commercial development.

NON-MOTORIZED FACILITIES

The Transportation Plan proposes a local and County-wide trail and bikeway system. The plan proposes inter-city and inter-county access along routes already suggested by the cities, County and State.

Policy

Develop a trail and bikeway system along selected routes to provide inter-city and inter-county access.

CHAPTER X

IMPLEMENTATION

METHODS

CHAPTER X

IMPLEMENTATION METHODS

While the general plan provides the framework for development and resources preservation, it is the day to day actions of the County and local jurisdictions which truly shape the County. Once the County has adopted the general plan, it must put the plan into effect by adopting measures to implement it and by carrying out the usual work of government in a manner consistent with the plan's policies and goals. It is the manner in which the general plan is implemented which constitutes the real test of the County's commitment to the goals, objectives, policies and programs in the general plan, not the mere adoption of the plan itself.

There are a number of tools available for implementing the general plan. These include, regulatory methods as defined in this Chapter, specific plans, capital improvements programs, intergovernmental coordination, taxation, EIR process and monitoring. In developing and carrying out an implementation program, it is important that the methods used are carried out as an integrated program of complementary and mutually reinforcing actions if the goals and objectives of the general plan are to be served effectively. The following is a summary of programs and recommendations for implementing the policies and proposals of the Land Use and Circulation Element.

General Plan Consistency

The general plan plays an important role in the local decision making process. The general plan represents a legal guide for local government which allocates scarce community resources among competing demands based on an understanding of the entire community's best interest and general welfare. Therefore, day to day decisions and actions must be in conformance with the general plan. State law requires that zoning ordinances and subdivision approvals be consistent with general plans.

Other statutes require findings or reports on the conformity of proposed local actions with the general plan. A general rule for consistence determination can be stated as follows:

"An action, program or project is consistent with the general plan if it, considering all its aspects, will further the objectives and policies of the general plan and not obstruct their attainment."

More specifically, consistency is measured by three parameters: use, boundaries and time.

1. The use must be consistent with all elements of the general plan. Not only the type of use but its characteristics of density and size must conform with the development standards specified in the general plan text and maps.
2. The boundaries of land use areas on the Land Use and Circulation Map are in most cases intended to be nonspecific in order for the Planning Commission and the Board of Supervisors to adjust land use regulations to factors that are too localized to be reflected on the land use map. In these cases, zoning and other land use controls used to implement this plan need not follow the exact land use map boundaries but may be determined in accordance with localized factors on a case by case basis. In some cases

boundaries are intended to be quite specific when supported by policies and statements within the text. Moreover, at the scale of presentation of the general plan, some individual land uses occupy areas too small to be geographically depicted on the map. These uses are described in the plan text, and they may be found consistent with the plan if they are consistent with general plan goals, objectives, policies and programs.

3. A use must not preclude ultimate achievement of the goals and policies of the plan. A use may not be permitted prematurely in an area reserved for future development even if it is consistent with the land use diagram. It must be consistent with the goals and policies of the plan as well.

Regulatory Methods

There are a number of regulatory methods available to the County which are used in implementing the General Plan. These include zoning regulations, subdivision regulations and other related regulations.

ZONING REGULATIONS

The zoning ordinance is one of the primary tools for implementing the general plan. Zoning is the classification of the County into districts and the description of allowable uses and development standards within each district. The zoning ordinance consists of a text of regulations and standards and a map delineating land use districts.

ZONING CONSISTENCY

The application of the zoning ordinance must be consistent with the general plan. When the zoning ordinance becomes inconsistent with the general plan by reason of an amendment to such plan, or to any element of such plan, the zoning ordinance shall be revised "within a reasonable time" so that it is consistent with the general plan as amended. A zoning ordinance shall be consistent with a city or county general plan only if: (1) the city or county has officially adopted such a plan, and (2) the various land uses authorized by the ordinance are compatible with the objectives, policies, general land uses and programs specified in such a plan.

Table 11 is intended to provide the public decision makers with a guide to determining how the zoning categories are consistent with the land use designation on the Land Use and Circulation Map. It shows 1) zoning districts that are consistent with the designated land use categories; 2) zoning districts that are consistent when the proposed use is found to be consistent with goals, objectives, policies and programs of the general plan; and 3) zoning districts that are consistent when used as an interim holding zone in specified areas. Blank space not showing a symbol represents areas of inconsistency.

Certain factors must be kept in mind when using the table. A general plan is a long term policy document while zoning responds to shorter term needs and conditions; therefore, certain districts are deemed holding zones which may be rezoned at a future date in conformity with general plan provisions. The County's agricultural districts normally fulfill this role. It should also be noted that the table is a guide and consideration must also be given to the compatibility of a district's use, distribution and timing with the general plan goals, objectives, policies and standards. On occasion, it may be necessary to seek a determination of compatibility from the policy body.

Actions taken under the provisions of the zoning ordinance such as the approval and issuance of use permits, variance permits, planned unit development permits, marsh develop-

Table 11
Land Use/Zoning Consistency Guide

		GENERAL PLAN LAND USE CATEGORIES																						
		Intensive Ag	Extensive Ag	Watershed	Marsh	Parks & Rec	Rural Res 10	Rural Res 5	Rural Res 2.5	Suburban	Low Density	Medium Density	High Density	Highway Com	Neighborhood Com	Community Com	Service Com	Bus & Adm Office	Commercial Rec	Service Com / Lt Ind	Planned Industry	General Industry	Waterdependent Ind	Waterdependent Reserve
ZONING DISTRICTS	A-160	X				X																		X
	A-80	X				O																		
	A-40	X				O																		
	A-20		X			O																		
	A-10*																							
	AL-160		X			O																		
	AL-80		O			O																		
	W-160			X		O																		
	MP-250				X	O																		
	P		O	O	O	O	X	O	O	O	O	O	O	O					O					
	R-R10						X	X	X															
	R-R5							X	X															
	R-R2½								X															
	R-E1									X														
	R-E½									X														
	R-E 1/3									X	O													
	R-E 1/4									X	O													
	R-S 7.5									X														
	R-S 6									X														
	R-S 5									X														
	R-D										X	X	X	X										
	R-M 1											X	X											
	R-M 2*																							
	R-M 4*																							
	C-H														X									
	C-N															X	O							
C-G*																								
C-S																	X			X				
C-O																		X						
C-W-R																			X					
M-L																					X			
M-G		O																		X		X		
I-WD																							X O	

X - Zoning is consistent with the general plan.

O - Zoning is consistent if proposed use is found to be consistent with goals, objectives, policies and programs of the general plan.

! - Consistent when used as a holding zone in specified areas.

(Blank) - Inconsistent

* - To be deleted from zoning ordinance

ment permits, and building permits must also be in conformance with and are fundamental to the implementation of the general plan.

RECOMMENDED ZONING ORDINANCE REVISIONS

To bring the County's zoning ordinance into conformance with the policies and proposals of the General Plan, the following zoning ordinance revisions and zoning map changes are recommended for review and consideration.

1. Uses allowed and permitted under the Neighborhood Commercial and Park Districts should be reviewed and amended for consistency with the policies and proposals of the General Plan.
2. The Exclusive Agricultural District A-10; Multiple Residential Districts R-M 2 and R-M 4; and General Commercial District C-G should be deleted from the zoning code.
3. Establish a new Waterfront Commercial Recreation District C-WR and apply it to the commercially designated lands at Collinsville. This zone should allow the uses specified in the Collinsville-Montezuma Hills Area Plan and Program.
4. Amend the Highway Commercial Zoning District regulations to redefine uses consistent with the General Plan, require planned unit development permits for parcels for four acres and larger, and adopt development standard regulations regarding site coverage, landscaping, building setbacks and location of paved parking.
5. Establish a new Policy Plan Overlay District PP, which may be applied to Highway Commercial C-H, General Manufacturing M-G, and in areas where a planned unit development (PUD) has been designated. The overall classification is intended to incorporate a master plan for the development district by designing specific uses, standards and criteria consistent with General Plan objectives. Restrictions are in

the form of specific design and development standards that meet environmental constraints of the district and General Plan policies. Flexibility derives from types of mixed uses allowed, lot sizes, street locations and improvement systems that accommodate special needs of the district.

RECOMMENDED ZONING MAP REVISIONS

The following proposed zoning map changes are commended for review and consideration in bringing the zoning map into conformance with the general plan policies and land use map. The proposed changes are general and advisory in nature and do not represent specific rezoning proposals. Specific study and analysis should be undertaken prior to implementation of any proposed map change.

EXCLUSIVE AGRICULTURAL DISTRICTS. (A)

The County should complete its agricultural zoning based on the policies and recommendations of the Land Use, Resource Conservation and Open Space and Health and Safety Elements for the application of A-160, A-80 and A-40 zoning districts.

The A-160 district should be extended to significant extensive agricultural areas to ensure continued viability of these areas for extensive agricultural use including areas which pose a number of health and safety constraints for development. Areas to be considered include:

1. The extensive agricultural area west of I-505 between Allendale and the Wolfskill area.
2. The extensive agricultural area in the hills surrounding Lagoon Valley including Cement Hill.
3. The upper elevations of the Benicia/Vallejo Hills area between Vallejo, Benicia and Fairfield.
4. The extensive agricultural area northwest of Fairfield not proposed for urban development.

The A-80 district should be extended north into the intensive agricultural lands of the Dixon and Yolano areas excluding the Wolfskill area. The A-80 district should be extended into the Lagoon Valley Floor area and the Paradise Valley area.

The A-40 and A-20 districts not covered by the above recommended changes would remain unchanged.

LIMITED AGRICULTURAL DISTRICTS. (A-L)

The County should apply the recently adopted Limited Agricultural District to lands generally within the secondary management area of the Suisun Marsh. Generally, the AL-160 district should be applied to the extensive agricultural lands to the east and north of the Marsh area with the AL-80 district applied to those lands under irrigation.

WATERSHED AND CONSERVATION DISTRICT. (W)

The Watershed and Conservation District should be applied to designated watershed lands in the North English Hills Area.

MARSH PRESERVATION DISTRICT. (MP)

The County should apply the recently enacted Marsh Preservation District to the area comprising the primary management area of the Suisun Marsh.

PARK DISTRICT. (P)

The Park District should be applied to Lake Solano Park, Sandy Beach Park and Lagoon Valley Park area. The area between Lagoon Valley Park and I-80 including the gliderport, motel/resort and lands north to Pena-Adobe should be included in the Park District. The gliderport and motel/resort are allowable uses under the district through a use permit. At the time other designated park lands are proposed for development, they should be rezoned to the Park District.

RURAL RESIDENTIAL DISTRICTS. (R-R)

Rural Residential Districts should be brought into conformance with General Plan rural residential designations and servicing policies. In areas where rural residential or urban development is not designated on the Land Use and Circulation Map, the existing RR zoning should be removed and lands placed into the appropriate agricultural district. These include properties in the following areas: Pleasants Valley, Cherry Glen, Rio Vista, Gordon Valley, Peabody Road, area north of Travis Air Force Base, Lower Suisun Valley, northeast Vallejo, Dillon's Point, I-780 at Columbus Parkway, and Batavia Road north of I-80.

RESIDENTIAL ESTATE DISTRICTS. (R-E)

The Residential Estate zoning districts are applied to areas designated suburban and low density residential. Some limited amounts of residential estate zoning currently exist outside designated areas which should be removed and placed in the appropriate agricultural district. These areas include the east side of Suisun Valley Road at Rockville Corners and Lower Green Valley floor.

ONE-FAMILY RESIDENCE DISTRICTS. (R-S)

No changes required.

DUPLEX RESIDENCE DISTRICTS. (R-D)

No changes required.

MULTIPLE RESIDENCE DISTRICTS. (R-M)

In Vallejo unincorporated area R-M4 districts should be rezoned to a lower multiple or single family district. The RM-1 zoning west of Fairfield on Rockville Road should be returned to A-40 district zoning.

HIGHWAY COMMERCIAL DISTRICT. (C-H)

The General Plan has consolidated Highway Commercial designations within urban areas and around major interchanges. Prior to rezoning, subdividing, developing or redeveloping any of the properties designated for highway commercial use, it will be necessary to adopt a joint County/City Corridor Design Plan with guidelines for highway commercial development and it will be necessary to amend the highway commercial provisions of the zoning code. Once the design plan and code amendments have been adopted, no property shall be rezoned, subdivided or developed unless it is in conformity with plan and zoning code development standards.

NEIGHBORHOOD COMMERCIAL DISTRICTS. (C-N)

The following adjustments should be made to the Neighborhood Commercial Districts. The C-N Districts east of Suisun Valley Road at Rockville Corners should be rezoned A-40. The C-N zoning along Benicia Road in the Homeacres area should be applied to existing commercial establishments with the remaining C-N zoning rezoned to a low density residential district.

GENERAL COMMERCIAL DISTRICT. (C-G)

Currently there is only one parcel zoned C-G by the County. It is located adjacent to the City of Rio Vista and is currently undeveloped. This parcel should be rezoned to agriculture. There are no C-G districts proposed for the unincorporated County areas.

COMMERCIAL SERVICE DISTRICTS. (C-S)

Currently there are a number of areas of C-S zoning which need to be reviewed for consistency with the General Plan. They include the following areas: Lemon Street, Benicia Road in the Homeacres area, the area west of Green Valley Road north of I-80.

BUSINESS AND PROFESSIONAL OFFICE DISTRICT. (C-0)

No changes required.

LIMITED MANUFACTURING DISTRICT. (M-L)

No changes required.

GENERAL MANUFACTURING DISTRICT. (M-G)

The following changes should be made to M-G districts. The M-G zoning west of Vallejo in the Napa Marsh area should be amended to reflect general plan designations. The M-G zoning along Elmira Road near the city limits of Vacaville should be rezoned to agriculture. The M-G districts in the central portion of the County north of Lambie Industrial Park should be rezoned to agriculture.

SUBDIVISION REGULATIONS

The County subdivision ordinance is a principal tool for implementing the general plan. The State Subdivision Map Act established state-wide uniformity in local subdivision procedures, but leaves the standards for regulating the design and improvements of subdivisions to each local government. Under the Map Act, three basic provisions are made giving the County authority to regulate subdivisions in conformance with the general plan.

1. Regulate the design and improvement of subdivisions as may be necessary or convenient to conform with and implement the general plan.
2. Require dedications of public improvements or payment of in-lieu fees.
3. Make findings that the proposed subdivision is consistent with the general plan and any applicable specific plan as set forth under Section 66474 of the Subdivision Map Act.

The act requires the County to deny approval of a final or tentative map if it finds:

1. The proposed map is not consistent with applicable general and specific plans, or
2. The design or improvement of the proposed subdivision is not consistent with applicable general and specific plans.

OTHER REGULATIONS

In addition to zoning and subdivision regulations, there are a number of other regulations, the application and enforcement of which are important in implementing provisions of the General Plan. These include building codes, grading ordinance, and health regulations. The County shall develop a well ordinance by 1990 to establish water well standards and monitor construction, destruction, etc. of water wells within the unincorporated County.

General Plan Elements

The County should prepare an Energy Conservation Element of the general plan. This element should analyze the County's energy consumption patterns and available local energy resources. Based upon these analyses, formal policies and implementation measures should be developed to promote energy conservation and the use of renewable energy resources. Consideration should be given to measures which reduce the average length of automobile trips, promote energy conservation and the use of local resources through location, design and construction of residential, commercial and industrial buildings and encourage use of cogeneration through industrial siting.

Specific Plans

A specific plan which provides for systematic execution of the general plan can be prepared for a defined area or specific activities and uses within the County. Circumstances may arise when joint studies may be undertaken by the cities and County to develop specific proposals and policies for areas of mutual interest to coordinate actions of each jurisdiction.

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The County working with affected cities, shall prepare a joint Corridor Design Plan applicable to highway commercial development at designated interchanges along the I-80 and I-505 corridors. The plan, will draw from past city experience in siting and design of highway commercial development so that the County developments will be compatible with city developments, where applicable, and so that a consistent, high quality, visual image can be maintained along the highway corridors. A broad set of site development standards will be prepared to apply to all highway commercial developments. These would include site coverage, extent of landscaping, minimum building setbacks and location of paved parking areas. These standards would be incorporated into the Highway Commercial Zoning District regulations. In addition each jurisdiction would develop an interchange specific set of design standards intended to reflect local conditions. These would include standards regarding access, building height, architecture, signing, landscaping, materials and colors. These standards would be utilized during design review.

Area Plans

An area plan can be prepared to provide more detailed land use designations and provide specific policies for development in an identifiable geographic region of the County. In the past such plans have been prepared for the Collinsville Montezuma Hills Area and west Central Solano County. It is proposed that such a plan should also be prepared for the North Vacaville Rural Residential area. This plan would provide more specific policies with respect to land use designations and densities, public water facilities and road improvements.

Capital Improvements Program

A five year Capital Improvements Program (CIP) shall be formulated and updated annually providing a clear listing of County public improvements necessary for maintaining a safe, satisfying living environment for unincorporated rural residents. The CIP shall include priorities, project schedules and funding sources for all County proposed capital improvements such as public works, parks, airport, and the improvements and programs proposed under the County's Community Development Plan. It shall also include capital improvements proposed by school districts and other special districts within the unincorporated County.

Government Code Section 65401 and 65402 require that capital facility decisions be reviewed for consistency with the General Plan. All departments within the County and all other local governmental agencies including cities, school district, and special districts that construct capital facilities within the unincorporated County must submit a list of projects being planned or constructed within the coming year to the Planning Commission for review for conformity with the General Plan. The adoption of a 5 year Capital Improvements Program shall facilitate review for General Plan conformance and ensure orderly and coordinated development of public facilities and private projects.

Intergovernmental Coordination

The coordination of governmental actions between cities, the County and special districts is necessary in realizing many of the objectives and policies of the general plan. Coordination between city and County actions in unincorporated fringe areas around city urbanized areas is particularly important. Actions taken by one jurisdiction can either contribute to or obstruct the attainment of plan objectives and policies of the other jurisdictions.

To ensure consistency and coordinated action, a number of steps can be taken including joint adoption of general plans, governmental agreements, and establishment of realistic spheres of influence.

JOINT ADOPTION OF GENERAL PLANS

It is important that city and County general plans around unincorporated fringe areas be consistent. Where inconsistency exists between plans, steps should be taken to resolve these conflicts through joint resolution and adoption of both city and County general plans. As city general plans are updated and amended, the County shall review and consider amendments to the County General Plan.

GOVERNMENTAL AGREEMENTS

To establish community buffers which help to form and protect the individual character and identity of each community, the County, along with special districts and local jurisdictions should explore and enter into appropriate contractual agreements to define and protect these critical areas from further encroachment by urban and rural development. Agreements should be patterned after recent discussions between the County, Vacaville, Fairfield and SID. Fairfield, SID and the County Water Conservation and Flood Control District have entered into contractual arrangements to protect the Suisun Valley from urban encroachment as part of a water exchange agreement between Fairfield and SID.

SPHERES OF INFLUENCE

The Solano County Local Agency Formation Commission (LAFC) is a regulatory body responsible for encouraging the orderly formation and development of local jurisdictions. To

exercise its mandate, the LAFC has powers to approve or disapprove the formation of agencies and the annexation or deannexation of territory to or from agencies. In addition, it has the power to set jurisdictional spheres of influence. The LAFC, therefore, has considerable power to influence the implementation of the general plan.

Spheres of Influence, as established and adopted by the Local Agency Formation Commission (LAFC) are the legal basis for determining the physical boundaries and service areas of local jurisdictions. They are determined after considering a number of factors including:

1. Service capabilities
2. Future population growth
3. Type of development planned for the area
4. Agricultural preserves

These factors, among others, are normally considered and analyzed by local jurisdictions in their general plan development process. The servicing capabilities of the jurisdiction and servicing needs of future development are analyzed, as well as the type of future development and population holding capabilities of new growth areas. Currently, however, there is little relationship between areas designated for future growth and development on city and County general plans and LAFC adopted spheres of influence. The inclusion of lands beyond areas planned for development by the cities can create speculative pressures leading to the premature conversion of agricultural lands to urban uses. The spheres of influence should be reviewed and amended to more realistically reflect those areas which cities expect to urbanize based on adopted general plan policy.

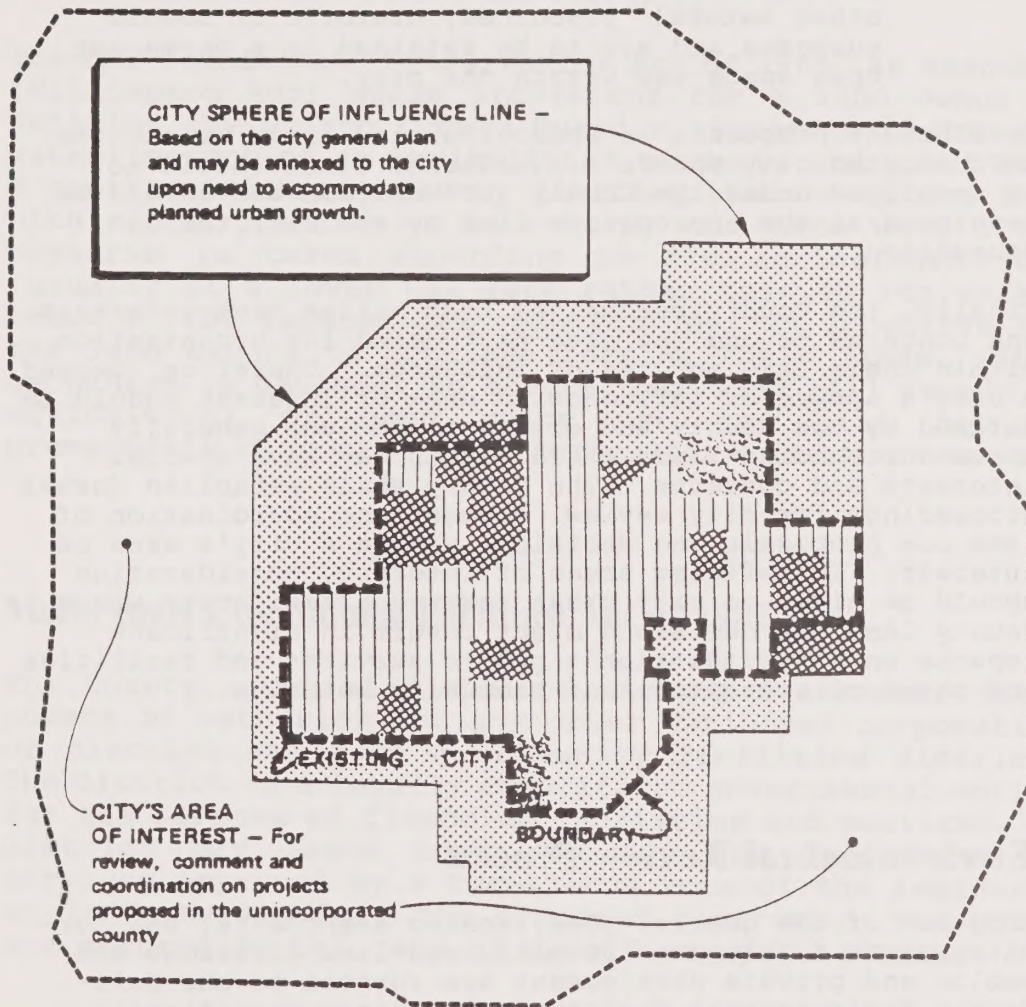
A unique feature of the County General Plan is the establishment of urban growth lines around each of the city jurisdictions. This line defines the area for urbanization within the time frame of each city's general plan. The urban growth line described more fully in Chapter II has been established to clearly delineate for the foreseeable future those areas to be developed and urbanized and those areas which are to remain in agricultural or open space use. It is intended that development within urban growth lines should be facilitated

and serviced through city annexation at the appropriate time. Lands outside the urban growth line are not intended for urban use; consequently, these lands should not be annexed or provided with urban services. Spheres of influence should, therefore, generally follow the city-county urban growth lines. They should be closely coordinated with city and County general plans and local capital improvement programs which articulate city and County policy with respect to future urbanization and resource conservation and preservation. They should delineate those areas designated for future urbanization within adopted city and County general plans and which are anticipated to be annexed by the local jurisdiction for development within the time frame of its general plan. At the time city and County general plans are updated and amended, the LAFC should review the proposed plan changes and make appropriate adjustments to the sphere of influence.

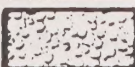
To more clearly define the direction and timing of future development and urban expansion within spheres of influence, the LAFC should make distinctions between urbanized areas where urban development has occurred, urban expansion areas where cities expect to grow and develop in the next 5 years and urban open space areas. (See Figure 5.) These are defined as follows:

1. Urbanized Areas. Urbanized areas consist of existing urban developed areas, either incorporated or unincorporated, within a city's sphere of influence which are now served by existing water and sewer facilities and other urban utilities, facilities and services.
2. Urban Expansion Areas. Urban expansion areas consist of vacant and agricultural lands proposed for urbanization which are served or expected to be served with urban facilities, utilities and services. Urban expansion areas include areas designated for future urban growth based on the city general plan to be developed only in the city pursuant to annexation. Within urban expansion areas, 5 year growth areas are delineated based on the city general plan and 5 year capital improvement plans.
3. Urban Open Space Areas. Urban open space areas include lands within the cities spheres of

Figure 5 - Conceptual City



LEGEND

-  Urbanized area
-  Areas planned for future urban expansion during the next 5 yrs.
based on the city general plan & 5 yr. capital improvement plans
-  Growth areas beyond the next 5 yrs. to be developed only
in the city pursuant to annexation
-  Urban open space

influence which have a value for parks and recreational purposes, conservation of land and other natural resources, historic or scenic purposes and are to be retained in a permanent open space use within the city.

Development proposals in unincorporated areas within the LAFC adopted city sphere of influence lines should not be developed under the County jurisdiction but should be developed at the appropriate time by the city through annexation.

Finally, the County recognizes that cities have interests and concerns beyond the area designated for urbanization within their LAFC spheres of influence. Therefore, beyond a city's sphere of influence, an area of interest should be defined by the County and cities to include generally those surrounding lands where cities may have special interests and concerns. The County shall establish formal proceedings for city review, comment and coordination of land use proposals and decisions within a city's area of interest. In defining areas of interest, consideration should be given to city urban reserve areas; areas where County land use decisions might result in significant impacts on a jurisdiction's public services and facilities and physical character; and community benefits.

Environmental Review Process

Adoption of the general plan, zoning amendments, use permits, marsh development permits, and land divisions and public and private development are subject to the California Environmental Quality Act. Unless specifically exempted, they are subject to an initial study environmental evaluation. The initial study should evaluate consistency with the general plan including all applicable elements and goals, objectives, policies and programs. The EIR process should be used to coordinate and integrate various development review procedures into an efficient administrative process.

Taxation

The California Land Conservation Act of 1965, as amended, (Williamson Act) makes provisions for a land owner to petition the Solano County Board of Supervisors for the establishment of an agricultural preserve and enter into a contract with the County limiting the use of the land within the preserve. In return, the land within the preserve is taxed according to its agricultural use (usually at a lower tax rate rather than on its market value.) The reduced tax rate provides an incentive for the land owners to continue farming their lands. This mechanism is designed to ensure that land will remain in agricultural or open space use and will not be prematurely converted from agriculture to an urban use.

Mello Roos Community Facilities Act of 1982

The County, special districts, school districts, joint powers of authority, or any other municipal corporation or district can form a community facilities district. The district is a legally constituted governmental entity for the purpose of financing facilities and services. A district may issue bonds to pay for facilities or services approved by a two-thirds vote of the residents or landowners within the proposed district. The bonds are secured by the levy of specified special taxes.

Assessment Districts

Special assessment districts can be established to cover costs for providing public improvements necessary to accommodate proposed development or to rectify existing public facility and service deficiencies in conformance with the General Plan.

Development Impact Mitigation Fees

Development Impact Mitigation Fees can be established to provide necessary financing for public improvements to accommodate proposed development. Such fees can be utilized based upon appropriate cost studies to fund County capital improvements or in cooperation with school districts to provide the necessary financing for the development of permanent school facilities. Where provided by school district policy, developers could as an option provide land or the necessary facilities such as classrooms or new schools in lieu of paying all or a portion of a mitigation impact fee.

Monitoring And Revising The General Plan

Since the general plan is a dynamic document based on changing community values, assumptions and projections, procedures should be established for periodically reviewing the general plan. State law requires the Planning Commission, "to render an annual report to the legislative body on the status of the plan and process in its implementation". The general plan should be revised and updated as new information becomes available and community needs and values change. Generally, an accepted time frame is on a five-year recurring basis.

Specific general plan amendments may be made to the General Plan up to three times in one year, but such amendments may only be made when they are in the "public interest". Such amendments additionally, must be consistent with all elements of the general plan.

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APPENDIX B

DEFINITIONS

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The following is a summary of the terms used in the text and the definitions of those terms. The definitions are given in the form of a list of terms and their meanings.

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APPENDIX B

DEFINITIONS

The following is a summary of key terms used in the Land Use and Circulation Element. Complete explanation of the terms can be found on the page indicated after each definition.

Agricultural Related Industries. Agricultural service uses including the storage and sale of products for commercial agriculture, and the storage and maintenance of agricultural equipment which clearly demonstrates a need for rural locations to serve agricultural uses.

Area of Interest. An area beyond a city's sphere of influence where city's may have special interests and concerns.

Collector. Carries traffic from local streets and roads to arterials and serves as access to adjacent land use.

Commercial Recreation Land Use. Commercial uses, including a marina and complementary water related commercial facilities.

Commercial Service Land Use. Commercial uses requiring large land areas and easy access to major transportation facilities including retail and intermediary activities that serve specializes needs on daily or less than daily basis.

Community Buffers. Significant areas of open space which provide natural barriers between communities and which help to form and protect the individual character and identity of each community.

Essential Agricultural Lands. Productive farmlands which have been identified by the local community as necessary to the maintenance of a healthy agricultural economy.

Extensive Agricultural Land Use. Agricultural lands comprised generally of non-irrigated lands used for dry land farming and grazing activities.

Farmable Unit. The size of parcels a farmer would consider leasing or purchasing for different agricultural purposes.

Freeway. Multilane, divided road with complete controlled access serving long trips.

General Industrial Land Use. Industrial uses which are labor and traffic intensive, require large sites for both indoor and outdoor operations in a manner which would allow the normal operations of almost all industries.

Highway Commercial Land Use. Commercial uses located contiguous to selected freeway interchanges to provide necessary retail activities to serve highway travelers and to provide regionally oriented retail uses benefiting from such locations.

Intensive Agricultural Land Use. Agricultural lands comprised generally of highly fertile soils brought into intensive production through irrigation.

Limited Industrial Land Use. Industrial uses which are of a relatively low intensity and "clean" character where all operation are conducted within structures and compatible with the concept of industrial parks.

Local Streets and Roads. Urban and rural streets and roads which primarily serve as access to abutting properties.

Major Arterial. Thoroughfare connecting major urban areas and principal traffic generators. Primary function is movement of traffic; access is a secondary function having very little commercial or residential property fronting it.

Marsh Land Use. Marsh habitats including aquatic and wildlife habitat; marsh oriented recreational uses; agricultural activities compatible with the marsh environment; and educational and scientific research opportunities and resources.

Minor Arterial. Thoroughfare in urban areas interconnecting principal traffic generators within the city, as well as, major arterials. Movement of traffic is primary function with some access to commercial development but generally restricted access to residential development.

Neighborhood Commercial Land Use. Commercial uses restricted to providing basic daily services--primarily the sale of convenience goods and personal services--to the local population of rural communities.

Residuals Repository. A hazardous waste disposal facility for collection of residuals from hazardous waste treatment facilities and other irreducible stabilized or detoxified hazardous wastes.

Policy Plan Overlay District. A zoning classification for a precise development plan that combines the functions of a specific plan, zoning, designation review and capital improvement planning in one coordinated process.

Rural Residential Land Use. Single-family units located on nonessential agricultural lands generally located beyond the planned urban expansion limits of cities with densities of one unit per 2 1/2, 5 and 10 acres.

Spheres of Influence. An area established by the Local Area Formation Commission (LAFCO) to carry out its purposes and responsibilities for planning and shaping logical and orderly development and coordination of local governmental agencies. The element defines spheres of influence to be an area which is generally encompassed by the urban growth line which delineates those areas designated for future urbanization within adopted city and county general plans and which are anticipated to be annexed by the local jurisdiction for development within the time frame of its general plan.

Suburban Residential Land Use. Single-family units located in existing subdivisions outside city urban growth areas where previous residential development has occurred at densities of 1 to 4 units per acre.

Urban Expansion Areas. Vacant and agricultural land within a city's sphere of influence proposed for urbanization which are served or expected to be served with urban facilities, utilities and services.

Urban Growth Line. Defines the outer most area in which a city can be expected to expand within the time frame of its general plan.

Urban Open Space Area. Lands within the cities spheres of influence which have a value for parks and recreational purposes, conservation of land and other national resources, historic or scenic purposes and area to be retained in a permanent open space use within the city.

Urbanized Areas. Existing urban developed areas, either incorporated or unincorporated within a city's sphere of influence which are now served by existing water and sewer facilities and other urban utilities, facilities and services.

Visual Corridors. Visual open space located along major transportation corridors between individual communities.

Waste Disposal Sites. A solid waste landfill, transfer station, processing or resource recovery facility or a hazardous waste disposal facility.

Water Dependent Industrial Land Use. Industrial land uses which are water dependent including water front storage facility, waterfront manufacturing or processing facility, water using facility, support facility and associated manufacturing or processing uses as specifically defined in the Collinsville-Montezuma Hills Area Plan and Program.

Water Shed Land. Agricultural lands comprised of hills and mountains characterized by undevelopable steep slopes, areas of high soil erosion, fire hazards, and unstable soils.

APPENDIX C CITIZENS ADVISORY COMMITTEE

APPENDIX C

CITIZENS ADVISORY COMMITTEE

APPENDIX C

CITIZENS ADVISORY COMMITTEE

To assist and guide staff in the preparation of the Land Use and Circulation Element, a Citizens' Advisory Committee was established with approval of the County Board of Supervisors. The committee was formed to ensure that a wide range of views and concerns were considered in the formation of the element. The committee, whose members are listed below, was comprised of representatives of local agencies, interest groups, and community associations, as well as interested individuals.

Judy Arrants, League of Women Voters
John Batson
Bob Berman
Brice Bledsoe, Solano Irrigation District
Richard Brann, Solano County Board of Supervisors
Paul Bryan, Industrial Development Agency
Marci Coglianese, Rio Vista Planning Commission
William Courtland, Solano County Planning Commission
Buff Fleming
Terry Fox, Solano Greenbelt Committee
Sam Fucchi, Tolenas Homeowners' Association
Martin Glashoff, Farm Bureau
Emanuel Gorland, Industrial Development Agency
Burrows Hamilton
Alice Hayes, Northern Solano Board of Realtors
Margaret Hess
Jan Hewitt, Solano County Board of Supervisors
Roger Heym, Private Industry Council

Kathy Hoffman, League of Women Voters
Christie Huddle
Bill Jenkins
Bob Langston, Solano Greenbelt Committee
Donna Lenzi, Solano County Planning Commission
Peter Lightfoot, Pacific Gas and Electric
Joe Martinez
Fred Maseda
Charles Neundorf, Dixon Planning Commission
Melvin Norman
John Ronaldue, Travis Air Force Base
Worth Salsman, Rockville Homeowners' Association
Andrew Siri
Jerry Sullivan, Green Valley Landowners' Association
Art Swenerton, U.C. Cooperative Extension Service
Lewis Webb, Fairfield Planning Commission
Arend Wheeler

In preparing the element, the Advisory Committee held a series of open meetings between March, 1979 and April, 1980. At the first two meetings in March, 1979, the committee formulated goals and an overall strategy for the element. Three subcommittees were formed from the Advisory Committee: Agricultural and Open Space, Residential, and Commercial and Industrial. During the period between April, 1979 and September, 1979, each subcommittee held a series of six meetings to develop specific policies and recommendations. Between January, 1980 and April, 1980, the full committee reviewed and consolidated the work of the subcommittees and formulated an implementation program.

On May 1, 1980, the Advisory Committee forwarded a draft Land Use and Circulation Element to the Solano County Planning Commission. The Commission held one study session and six public hearings between June, 1980 and August, 1980. The Commission further considered the element during meetings in September and October prior to adopting the element on November 6, 1980 and forwarding to the Board of Supervisors for approval. The Board of Supervisors held four public hearings in November and December and adopted the element on December 19, 1980.

This Document and Other Elements of the Solano County
General Plan are available at the

Solano County Department of

ENVIRONMENTAL MANAGEMENT

Planning Division

601 Texas Street, Fairfield, CA 94533

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U.C. BERKELEY LIBRARIES



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